ZPPA
ZAMBIA PUBLIC PROCUREMENT AUTHORITY

ANNUAL REPORT 2025

Zambia Public Procurement Authority
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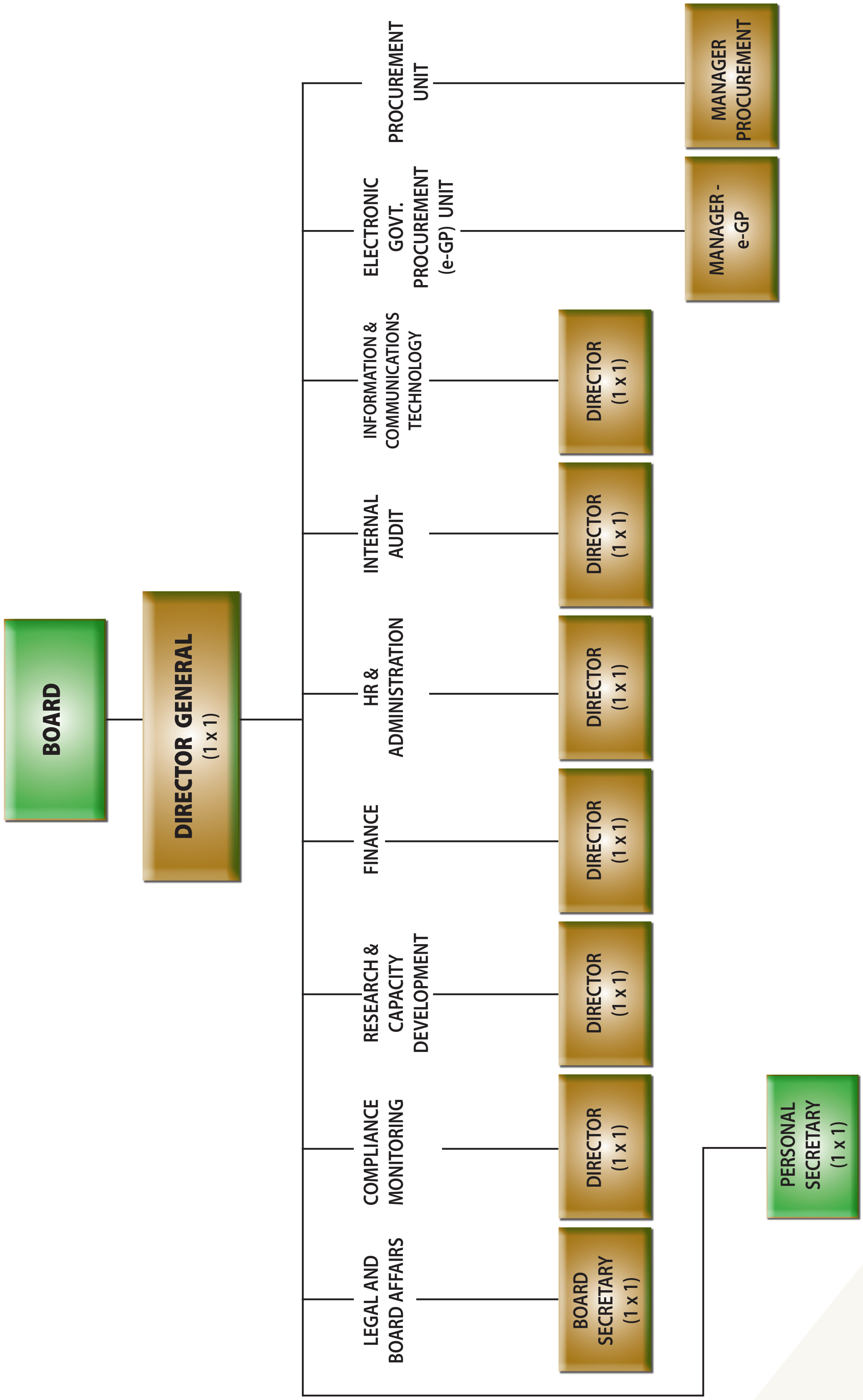
CONTENTS

ACRONYMS

CDF	Constituency Development Fund
DMS	Document Management System
DR	Disaster Recovery Site
e-GP System	Electronic Government Procurement System
FA	Framework Agreement
GRNs	Goods Received Notes
ICT	Information Communications Technology
ITB	Instructions to Bidders
LPO	Local Purchase Order
Ltd	Limited
MoU	Memorandum of Understanding
MPI	Market Price Index
PEs	Procuring Entities
PPA	Public Procurement Act
PPR	Public Procurement Regulations
PRA	Price Reasonableness Analysis
PRs	Purchase Requisitions
PU	Procurement Unit
RFP	Request for Proposal
RFQ	Request for Quotation
SD	Solicitation Document
SSD	Standard Solicitation Documents
ToR	Terms of Reference
ZamStats	Zambia Statistics Agency
ZPPA	Zambia Public Procurement Authority
ZRA	Zambia Revenue Authority
ZUFIAW	Zambia Union of Financial Institutions and Allied Workers

1. ORGANISATIONAL STRUCTURE



2. VISION AND MISSION STATEMENTS AND CORE VALUES

VISION STATEMENT
To be a regulatory body that creates and provides a conducive public procurement environment.

MISSION STATEMENT
To regulate public procurement to ensure compliance and value for money.

CORE VALUE STATEMENT
In its discharge of duties, the Authority staff shall uphold the shared core values, be guided and commit to uphold the values of Fairness, Integrity, Transparency, Innovation, Mutual Respect, Professionalism, Accountability, Confidentiality and Teamwork (FIT IMPACT).

Table 1. Shared Core Values.

Shared Core Values	Interpretation
Fairness	We shall be impartial and treat all stakeholders the same without discrimination or favouritism.
Integrity	We shall be honest and uphold zero tolerance to corruption in our dealings with stakeholders in fulfilling our mandate.
Transparency	We shall act in an open and predictable manner in our dealings with stakeholders.
Innovation	We shall be creative and engage in research and development activities for the improvement of the public procurement management system. We shall adopt and implement practices that promote and protect environmentally friendly and ecologically responsible decisions.
Mutual respect	We shall treat stakeholders with courtesy, politeness, and kindness.
Professionalism	We shall act competently and uphold ethical behaviour in the execution of our duties. We shall be outstanding in the execution of our duties.
Accountability	We shall be responsible and accountable to stakeholders for our actions.
Confidentiality	We shall safeguard confidential information at all times.
Teamwork	We shall encourage and embrace collaboration in our activities.

3. BOARD CHAIRPERSON'S STATEMENT

On behalf of the Board of Directors of the Zambia Public Procurement Authority (ZPPA), I am honoured to present the Annual Report and audited Financial Statements for the year ended 31st December 2025. This report provides a comprehensive account of ZPPA's activities and milestone achievements of 2025, in accordance with the Public Procurement Act No.8 of 2020 as amended by the Public Procurement (Amendment) Act No.17 of 2023 and the Public Procurement Regulations, 2022.

In June 2025, the Government issued the Public Procurement (Preference and Reservation Schemes) Regulations, Statutory Instrument No. 45 of 2025. The Regulations provide for reservation of procurement and preference margins for specific target groups. The target groups include:

(i) small and medium enterprises;

(ii) enterprises owned by women;

(iii) youth, and persons with disabilities; and

(iv) local manufacturers, among others.

This is a monumental step forward in public procurement because the Regulations are intended to boost the participation of local manufacturers in pharmaceuticals, agriculture, and construction, among others. In addition, procurements undertaken under the Constituency Development Fund are now exclusively reserved for citizen bidders domiciled within the respective constituencies. The operational guidelines for the Regulations are contained in ZPPA Circular No. 23 of 2025.

Furthermore, in 2025, ZPPA continued to implement the seven (7) strategic objectives outlined in its 2022–2026 Strategic Plan to effectively deliver its mandate.

Looking ahead, ZPPA remains firmly committed to creating and sustaining a conducive public procurement environment that promotes transparency, accountability, and strict adherence to the Public Procurement Act and the Public Procurement Regulations. Further, the Authority will continue to prioritise stakeholder engagement and strengthen collaborative partnerships to enhance compliance and ensure value for taxpayers' money.

Finally, on behalf of the Board, I extend my sincere appreciation to the Government of the Republic of Zambia, for supporting our agenda in 2025. I wish to thank my fellow Board members and the members of our Board Committees for their invaluable support and dedication throughout the year 2025. Furthermore, I would like to take this opportunity to appreciate the exceptional effort and commitment of the ZPPA Management and staff in their successful implementation of the 2025 activities.

Dr. Jones J. Kalyongwe
BOARD CHAIRPERSON

4. DIRECTOR GENERAL'S STATEMENT

The Zambia Public Procurement Authority (ZPPA) is an independent regulatory body established by the Public Procurement Act No. 8 of 2020, as amended by the Public Procurement (Amendment) Act No.17 of 2023 (PPA). Pursuant to this Act, ZPPA is charged with the responsibility of regulating public procurement. The other responsibilities are planning, standard setting, compliance and performance monitoring, professional development, and information management and dissemination in public procurement.

In 2025, ZPPA continued to pursue its strategic objectives as outlined in its 2022-2026 Strategic Plan, and key milestones were accomplished in all the seven (7) strategic objectives.

Central to these objectives is strategic objective three (3), which focuses on enhancing the utilisation of the electronic Government Procurement (e-GP) System and other Information and Communications Technology (ICT)-based systems. The adoption and utilisation of the e-GP System has continued to increase, thereby advancing ZPPA's core values of transparency, fairness, innovation, and accountability. Since the introduction of the e-GP System in 2016, a cumulative total of one hundred and seventy-three thousand, four hundred and twenty-eight (173,428) tenders have been published on the platform. In 2025, a total of one hundred and three thousand, three hundred and twenty-six (103,326) tenders were published on the e-GP System, this is in comparison to forty-five thousand, seven hundred and twenty-four (45,724) tenders that were published on the e-GP System in 2024. In addition, a total of eighty-one thousand, eight hundred and ninety (81,890) users have been registered on the system.

Another notable achievement in the digitisation space, is that ZPPA made steady progress in the development of a new e-GP System by a local developer. ZPPA continued to ensure that the process was conducted with the necessary rigour, precision, and extensive stakeholder engagement to guarantee fitness for purpose and operational efficiency, and to enable the system to respond to stakeholder needs. The new e-GP System is expected to be piloted in the third quarter of 2026.

In 2025, ZPPA continued to publish the quarterly Market Price Index timely. The Market Price Index is issued in accordance with section 12 (3) of the Public Procurement Act and is aimed at preventing inflated prices in the procurement of goods, works, and services.

ZPPA monitored fifty (50) contracts, conducted ten (10) procurement audits, and carried out fifty-two (52) compliance and capacity assessments to ensure adherence to the PPA and the Public Procurement Regulations, 2022 (PPR). These activities demonstrate sustained oversight and a proactive approach to strengthening institutional capacity, promoting compliance, and mitigating procurement risks across procuring entities.

ZPPA undertook fifty (50) investigations and reviewed seventy-one (71) appeals whereas in 2024, sixty (60) investigations were conducted, and fifty-four (54) appeals were reviewed. This translates to a 16.7% decrease in the number of investigations conducted, alongside a 31.5% increase in the number of appeals reviewed in 2025 compared to 2024. The decline in investigations shows improved compliance and effectiveness of preventive oversight measures, while the notable rise in appeals indicates increased awareness and utilisation of review mechanisms, reflecting growing stakeholder confidence in the procurement complaints system and enhanced accountability.

The number of annual procurement plans submitted to ZPPA has shown a steady increase over the past three (3) years, rising from three hundred and fifty-seven (357) in 2023, to five hundred and seventy-five (575) in 2024, and to seven hundred and twenty-eight (728) in 2025. This upward trend suggests improved planning practices among procuring entities, greater adherence to statutory requirements, and strengthened institutional compliance, which collectively contribute to more transparent, efficient, and predictable procurement processes.

ZPPA initiated and sponsored three (3) provincial workshops where three hundred and twenty-five (325) participants were trained in the PPA and PPR. Twenty-four (24) tailor-made workshops were conducted by the Authority at various institutions, at which a total of four hundred and twenty-four (424) participants were trained.

Finally, in accordance with strategic objective six (6), which focuses on strengthening communication and public relations programmes to enhance the Authority's corporate image, ZPPA conducted three (3) virtual town hall meetings, in which ninety-three (93) people participated and four (4) quarterly press briefings were held during the year. ZPPA leveraged various media platforms to educate and inform stakeholders on various public procurement matters.

The achievements underscore ZPPA's unwavering commitment to foster a transparent, efficient, and sustainable public procurement system in Zambia, in accordance with the PPA and the PPR.

Gloria Ngoma (Ms.)

DIRECTOR GENERAL

5. CORPORATE GOVERNANCE STRUCTURE – BOARD OF DIRECTORS

Dr. Jones J. Kalyongwe
Board Chairperson

Mrs. Mumbi Kandeke Mwila
Vice Board Chairperson

Eng. Charity K. Chola
Board Member

Eng. Michael Mulenga
Board Member

Ms. Pamela Sibanda
Board Member

Mrs. Theresa Mubutu Liswaniso Kampata
Board Member

Mr. Musokotwane Sichizuwe
Board Member

Mrs. Milika Nyirongo Musonda
Board Member

Ms. Gloria Ngoma
Ex- officio

5.1 BOARD OF DIRECTORS

The Authority is governed by a Board of Directors which is composed of eleven (11) part-time members appointed in accordance with section 7(1) of the PPA. Subject to the provisions of the PPA, a member of the Board holds office for a period of three (3) years from the date of appointment and may be re-appointed for a further period of three (3) years. The Board is responsible for the overall stewardship of the Authority in accordance with corporate governance principles. It oversees the Authority's discharge of its duties and monitors its governance framework, policies, procedures, and practices. Further, it is responsible for ensuring that the Authority has appropriate controls and systems in place to effectively execute its mandate as a regulator of public procurement. The Board is ultimately accountable and responsible for the performance of the Authority.

5.2. BOARD COMMITTEES

In carrying out its functions, the Board constituted three (3) committees that meet on a quarterly basis to review submissions from management before submission to the Board for final approval.

5.2.1 *Technical Committee*

The Terms of Reference for the Technical Committee include the following:

(i) to review and monitor the execution of the Authority's mandate as reflected in the PPA, PPR, and Strategic Plan;

(ii) to review and monitor technical policies that relate to the performance and implementation of strategic activities of the Authority;

(iii) to assess the effectiveness of tools, procedures, and methods that are used by the Authority in the execution of its mandate and recommend changes in order to improve compliance monitoring, audit mechanisms, capacity building, and advisory services in public procurement; and

(iv) to recommend changes to the PPA and PPR.

5.2.2 *Finance and Administration Committee*

The Terms of Reference for the Finance and Administration Committee include the following:

(i) to review and recommend the approval of budgets, annual work plans, and audited financial statements for the Authority;

(ii) to consider and approve the appropriateness of accounting policies and whether they are prudent and consistent with prior practice, and comply with legal requirements;

(iii) to review and recommend an appropriate organisational structure for the Authority commensurate with its mandate; and

(iv) to ensure that management implements strategies and policies that are approved by the Board from time to time.

5.2.3 *Audit and Risk Committee*

The Terms of Reference for the Audit and Risk Committee include the following:

(i) to review the scope of internal audit, approve the Annual Audit Plan and approve any changes to it;

(ii) to review significant matters reported by the Internal Auditor and the cooperation and coordination between the internal and external auditors;

(iii) to review systems of internal controls and risk management to ascertain their adequacy and effectiveness; and

(iv) to review audit reports by ensuring that management is taking appropriate corrective actions in a timely manner to address weaknesses and other lapses identified by both internal and external auditors.

Note: Appendices 1, 2 and 3 indicate names of the Board Committee members during the year 2025.

5.2.4 *Board and Board Committee Meetings*

The PPA provides that the Board shall meet at least once in every three months for the transaction of business relating to the Authority. In 2025, six (6) meetings of the Board were held. Four (4) of the six (6) meetings were regular meetings while two (2) were special meetings.

Table 2: Board meetings

Details	Target	Actual	Number of Meetings
Quarter 1 Meeting	1	2	2
Quarter 2 Meeting	1	2	2
Quarter 3 Meeting	1	1	1
Quarter 4 Meeting	1	1	1
Total	**4**	**6**	**6**

The Board Committees are required to meet at least once in every quarter. During the period under review, four (4) meetings of the Technical and Finance and Administration Committees were held and six (6) meetings for the Audit and Risk Committee were held. Two (2) of the meetings for the Audit and Risk Committee were special joint meetings with the Finance and Administration Committee.

Table 3: Committee meetings

Committee	Target	Actual	Number of Meetings
Technical	4	4	4
Finance and Administration	4	4	4
Audit and Risk	4	6	6

5.3 EXECUTIVE MANAGEMENT

Ms. Gloria Ngoma
Director General

Ms. Mwaka Ndhlovu
Board Secretary

Mr. Musenge Kapindula
Director - HR and Administration

Mr. Belia Mulenga
Director - Finance

Mrs. Vida Kamanya
Director – Compliance Monitoring

Dr. Justin Matimuna
Director - Research and Capacity Development

Mrs. Emily Mwenda
Manager –Internal Audit

Ms. Ethel Nunkwe
Manager -eGP

Mr. Mathew Lusambo
Manager - ICT

6.0 PUBLIC PROCUREMENT REGULATION

6.1 COMPLIANCE MONITORING

Compliance Monitoring is one of the key functions of the Authority in regulating public procurement, especially following the decentralisation of the public procurement function to PEs. This ensures that PEs follow laid-down procedures as detailed in the PPA and the PPR. Therefore, several strategic activities are undertaken by the Authority that include compliance and capacity assessments, procurement audits, contract monitoring, and review of various reports in line with its mandate in the PPA.

6.1.1 Compliance Monitoring Assessments

The Authority conducted fifty-two (52) Compliance and Capacity Assessments aimed at reviewing adherence to the PPA, procurement procedures, available resources within PEs, procurement structures, including staffing of the Procurement Unit (PU), reporting arrangements, Procurement Committee (PC) composition, e-GP System usage, and other procurement operations.

Table 4 below shows the results of the assessments conducted at the fifty-two (52) PEs.

Table 4. Results of the Assessments Conducted

Number of Procuring Entities	Percentage	Grading
24	46.15	Substantially compliant
10	19.5	Fairly compliant
6	11.54	Compliant
12	23.08	Non-compliant

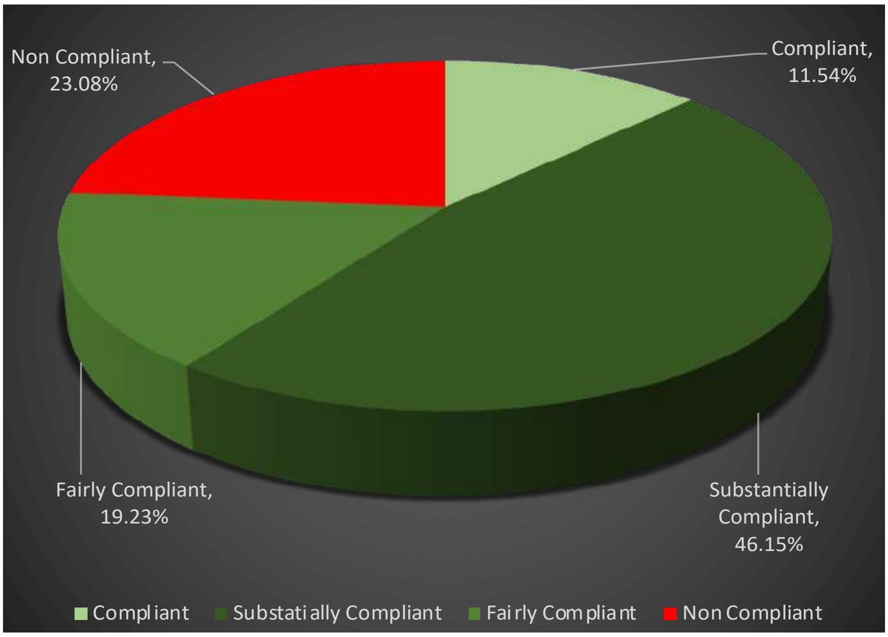
Table 5 indicates the grading of the assessment scores.

Key

0 – 49%	Non-compliant
50 – 64%	Fairly compliant
65 – 79 %	Substantially compliant
80 – 99%	Compliant
100%	Fully compliant

The full list of institutions assessed is provided in Appendix 4. Figure 1 highlights the major outcomes, as indicated in Appendix 5.

Figure 1: Results of the Compliance Assessments in 52 PEs.



Twenty (20) follow-up assessments were undertaken, and the following were the results:

i. fourteen (14) PEs implemented at least 50% of the recommendations from the previous assessments;

ii. six (6) PEs implemented less than fifty percent (50%) of the recommendations from previous assessments; and

iii. none of the PEs visited fully implemented all recommendations from previous assessments.

The following were the observations from the fifty-two (52) PEs assessed:

a) twenty-seven (27) had a full staff complement;

b) twenty-six (26) had officers in the PUs who were fully paid-up members of the Zambia Institute of Procurement and Supply (ZIPS);

c) nine (9) communicated changes in PC membership to the Authority;

d) nineteen (19) had valid tenure of office for appointed PC members;

e) fourteen (14) had adequate office equipment and resources in the PU (computers, printers, copiers, filing cabinets, shelves, direct phone lines, and dedicated or accessible motor vehicles);

f) thirty-three (33) consistently used procurement documentation - Purchase Requisitions (PRs), Analysis Sheets, Requests for Quotations (RFQs), and Goods Received Notes (GRN);

g) twenty-seven (27) mostly awarded contracts based on price considerations only;

h) ten (10) provided evidence that contract managers had been appointed;

i) fourteen (14) consistently referred to the Market Price Index (MPI) and conducted Price Reasonableness Analyses (PRA);

j) thirty-four (34) complied with one or more reporting requirements to the Authority; and

k) thirty-one (31) had internet connectivity and the requisite ICT equipment for e-GP System use.

Notable weaknesses observed during the assessments included:

i. inconsistent use of procurement documentation such as PRs, RFQs, GRNs, quotation analysis sheets for low-value procurements, and purchase orders;

ii. non-appointment of contract managers;

iii. inconsistent submission of the required reports to ZPPA;

iv. inconsistent reference to the MPI and failure to conduct PRA, contrary to section 12 of the PPA;

v. non-communication of changes in PC membership to ZPPA;

vi. procurement documentation dates not in chronological order;

vii. incomplete staffing structures in some PUs;

viii. Heads of PUs not fully qualified in some cases;

ix. inadequate staffing levels; and

x. inadequate office equipment and filing space.

Figure 2 shows trends in compliance levels from 2024. The number of PEs that were substantially compliant was twenty-four (24), and the number of compliant PEs increased (from 5 to 6) owing to the continuous capacity development interventions by the Authority. However, the number of non-compliant PEs increased (from 5 to 12) while the fairly compliant PEs reduced (from 19 to 10) owing to the assessment of schools that had no procurement functions.

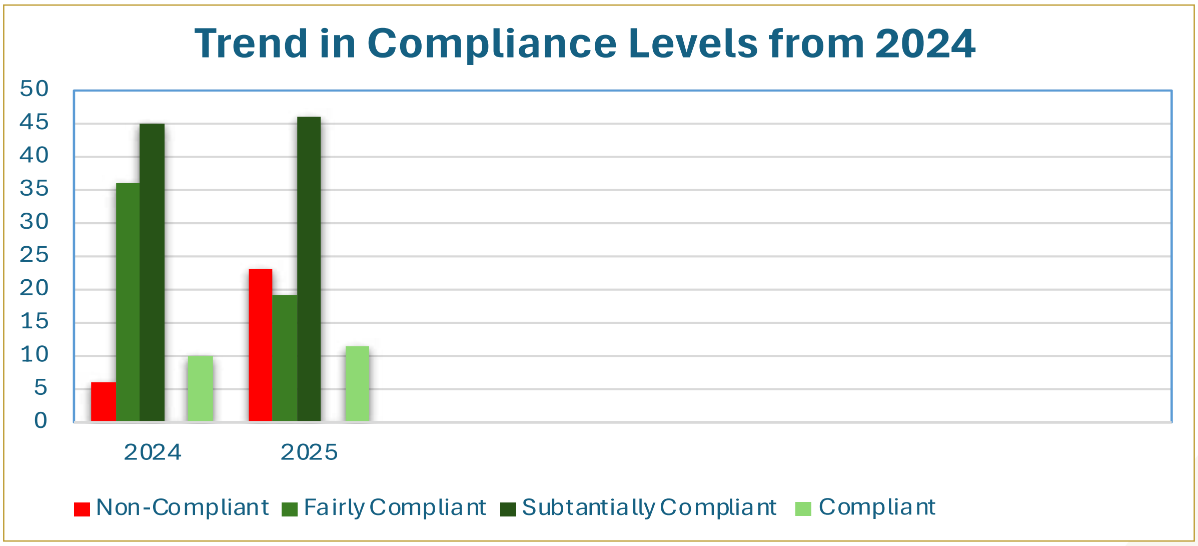


Figure 2: Trend in Compliance Levels from 2024 to 2025

6.1.2 Procurement Audits

Pursuant to section 6(2)(i) of the PPA, ZPPA is mandated to institute procurement audits to assess compliance with the PPA and the PPR. In accordance with this mandate, the Authority conducted ten (10) procurement audits during the period under review, as detailed in Appendix 6.

The Authority identified procedural and operational gaps that required strengthening to ensure full adherence to established procurement standards.

In response to the findings, ZPPA issued recommendations to each institution, and action plans were developed and agreed upon to address the identified weaknesses. The Authority further advised Controlling Officers to enforce the action plans rigorously and ensure compliance with the PPA and PPR.

6.1.3 Consideration of Appeals

During the review period, the Authority received and considered seventy-one (71) appeals relating to various procurements undertaken by PEs. From the seventy-one (71) appeals, four (4) were withdrawn. Further details are provided in Appendix 7. Generally, the number of appeals has increased since 2021 owing to the requirement in the PPA for appellants to appeal directly to the Authority as opposed to first appealing to the PEs. Figure 3 shows trends in appeals reviewed by ZPPA since 2020.

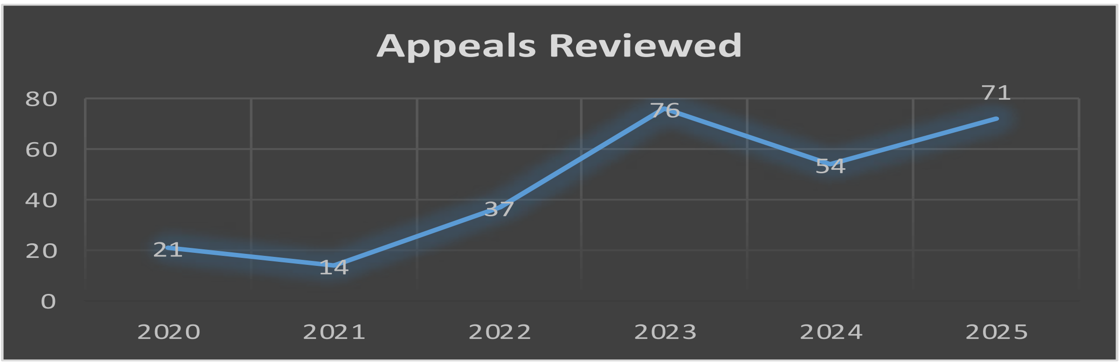


Figure 3: Trend in Appeals Reviewed by the Authority Since 2020

6.1.4 Applications for Deviations, Accreditations of Alternative Procurement Systems (DAAPS)

A total of eight hundred and fifty-four (854) applications were received from PEs seeking deviations from procurement rules, methods, processes, or documents, as well as accreditations of alternative procurement systems, in accordance with sections 79 and 80 of the PPA. These mechanisms are intended to provide flexibility and efficiency in procurement operations.

From the eight hundred and fifty-four (854) applications:

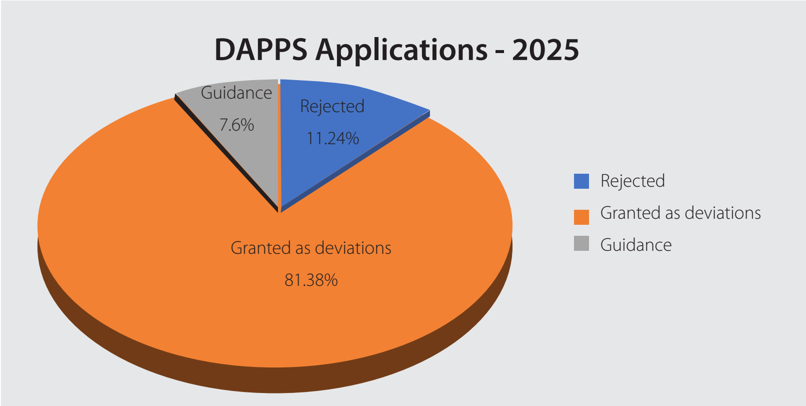
(i) six hundred and ninety-five (695) were granted;

(ii) ninety-six (96) were rejected due to lack of compelling justification; and

(iii) sixty-three (63) were provided with guidance.

The deviations primarily related to reduced bidding periods, procurements outside the e-GP System, and advance payments exceeding the prescribed 25% threshold. Figure 4 illustrates the distribution of applications received and considered during the year.

Figure 4: Distribution of Applications for Deviations.



6.1.5 Review of Annual Procurement Plans

The preparation and submission of annual procurement plans (APPs) to the Authority is a legal requirement under section 57(2) of the PPA. The plans are reviewed by the Authority, and appropriate guidance is provided to PEs before implementation. The plans help the Authority to identify key procurements for compliance monitoring and serve as a source of information for bidder planning.

By 31st December 2025, seven hundred and thirty-one (731) out of eight hundred and ninety (890) PEs had submitted their 2025 APPs, representing 83% of all PEs. This marked an increase of one hundred and fifty-nine (159) submissions compared to the previous year. PEs were advised on the necessary changes before implementation.

Key observations from the review of APPs included:

i. delays in submission;

ii. inclusion of non-procurement requirements;

iii. non-consolidation of similar procurement needs;

iv. misclassification of procurements;

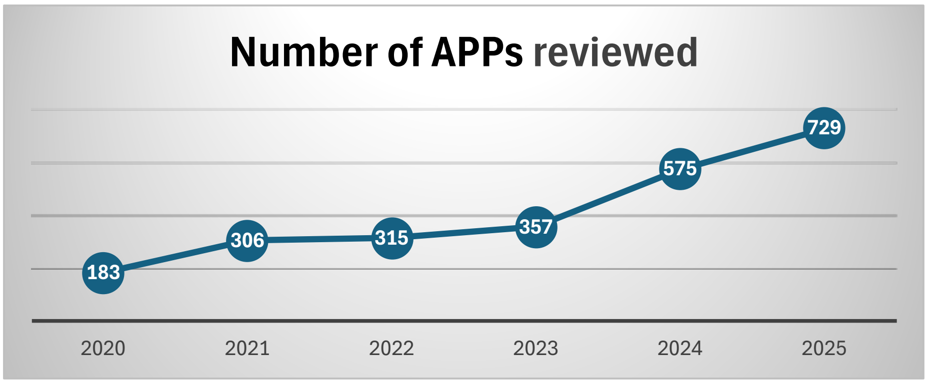
v. inadequate or overly lengthy procurement timelines relative to the stated procurement method; and

vi. delays by some PEs in addressing observations raised by the Authority.

A total of seven hundred and twenty-nine (729) APPs were reviewed on the e-GP System, which represented 99.7% of the APPs submitted, and two (2) were submitted manually representing 0.27% of the APPs, and seven (7) were submitted both manually and on the e-GP System.

Figure 5 shows the trend in APPs submissions since 2020. Submissions have increased each year, with the largest increase of approximately 61.1% occurring between 2023 and 2024. The increase can be attributed to the mandatory usage of the e-GP System for PEs as provided in section 16 of the PPA.

Figure 5: Trend in submission of APPs since 2020



6.1.6 Review of Procurement Committee Minutes and Quarterly Procurement Reports

A total of six hundred and ninety-four (694) sets of PC minutes and six hundred and seventy-four (674) quarterly procurement reports from various PEs were reviewed, with appropriate guidance provided where necessary.

Notable observations from the review of PC minutes included:

i. late submission;

ii. use of memoranda instead of PRs to initiate procurement;

iii. contract awards based on price considerations only; and

iv. awards based on criteria not stated in solicitation documents (SDs).

Observations on quarterly reports included:

i. bulky and late submissions;

ii. reports not signed by both the Controlling Officer and the Head of PU;

iii. omission of required information or sections;

iv. use of outdated templates; and

v. submission of incomplete or unapproved reports, including alterations to the standard template.

6.1.7 Review of Direct Bidding Reports

A total of three hundred and ninety-four (394) direct bidding reports were reviewed by 31st December 2025. Notable issues included non-submission or late submission of monthly reports, contrary to ZPPA Circulars No. 6 of 2021 and No. 1 of 2022. Furthermore, justifications for using direct bidding were sometimes inconsistent with the ZPPA Circular No. 1 of 2022. Nonetheless, general adherence to section 46 of the PPA and the circular guidelines was observed.

6.1.8 Composition of Procurement Committees

A total of one hundred and one (101) correspondences from PEs that communicated changes or appointments of PC members were reviewed by the Authority with feedback provided where necessary. It was observed that the requirements were in line with the provisions of the PPA.

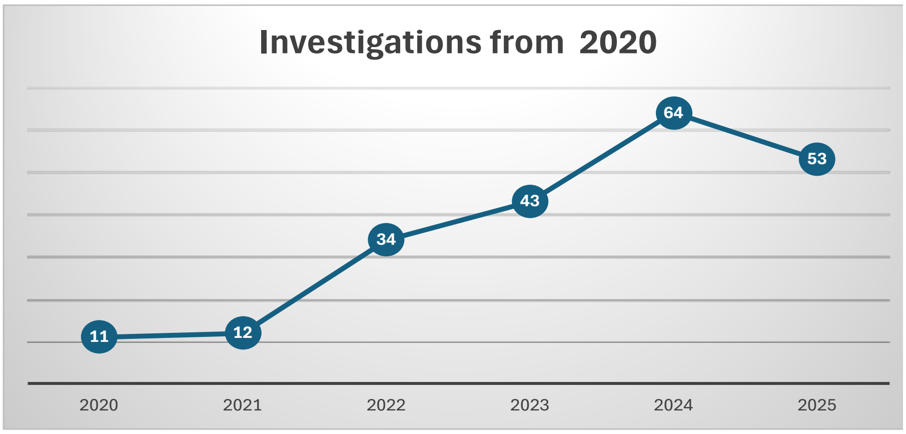
6.1.9 Suspension of Bidders/Suppliers

During the period under review, twenty (20) companies were suspended from participating in public procurement. Of the twenty (20) companies, one (1) was suspended for two (2) years, and nineteen (19) were suspended for one (1) year, in accordance with sections 96 and 97 of the PPA.

6.1.10 Investigations

A total of fifty (50) procurements were investigated during the year, arising from reports submitted by PEs, bidders, and anonymous sources. Forty-five (45) cases were concluded, and five (5) were ongoing as at 31st December 2025. Of the concluded investigations, thirty (30) related to supplier suspensions, and fifteen (15) involved allegations of procurement irregularities. Details are provided in Appendix 8. Figure 6 shows trends in investigations since 2020.

Figure 6: Trend in Investigations Reviewed by the Authority since 2020



Investigations have increased over the years owing to the introduction of investigations on the Authority's own motion under sections 84 and 95 of the PPA. Furthermore, PEs were sensitised on the need to report erring suppliers to the Authority for investigations.

6.1.11 Contract Monitoring

In 2025, the Authority conducted a comprehensive monitoring exercise to assess the performance and compliance of fifty (50) CDF contracts across various districts. The monitoring focused on key areas that included timeliness of completion, quality of executed works, adherence to approved scopes (variations), and record-keeping by local authorities. The findings revealed systemic challenges in contract management that required urgent attention. The PEs were guided by the Authority to address the observed shortcomings by following the provisions of the contract, the PPA, and the PPR.

Key Findings

1. Timeliness and Contract Extensions

A significant majority of contracts fell behind schedule; forty-one (41) out of fifty (50) contracts were either completed late, terminated automatically due to time expiration, or lacked formal approval for extensions. A recurring procedural breach was the retroactive granting of extensions after a contract had already expired, which is not permitted under the PPA. This practice renders such extensions invalid and leaves projects in a state of non-compliance. It was observed that only nine (9) contracts were completed on time/within the validity period.

2. Quality of Works

While the overall quality of work was satisfactory, however, the following observations were noted:

(i) **Structural defects.** Hairline cracks, misaligned walls/columns, poor concrete compaction, and missing expansion joints.

(ii) **Finishing issues.** Poor painting, improperly installed doors/windows, and missing components like chalk rails, skirting, and grout.

(iii) **Safety and security concerns.** Missing cages on tank stand ladders, unsecured boreholes, and exposed reinforcement.

(iv) **Non-compliance with specifications.** Use of incorrect material sizes (e.g. lipped channels) and deviation from approved designs.

(v) **Contracts with a "satisfactory" overall rating** were forty-five (45) (though most had noted deficiencies).

(vi) **There were four (4) contracts rated "unsatisfactory" or "poor."**

3. Contract Variations

Out of the fifty (50) contracts reviewed, twenty-three (23)—representing 46%—experienced variations in scope, cost, or time. A key concern was the absence of proper documentation and prior approval for many of these changes. In several cases, variations were implemented based on verbal instructions or approved retrospectively, in direct contravention of section 77 of the PPA. Common unauthorized changes included material substitutions and the addition of works without approval from the PC or the Attorney General. Of the fifty (50) contracts reviewed:

i. twenty-seven (27) had no variations; and

ii. twenty-three (23) contracts had variations (in time, scope, or cost), a substantial number of which lacked the required approved documentation.

4. Record Keeping

A prevalent issue across all PEs was poor record management. The monitoring team consistently noted the absence of critical documents, including:

i. signed contracts and formal addenda;

ii. evidence of approved time extensions;

iii. completion certificates;

iv. approval documentation for contract variations; and

v. test results for materials (e.g. concrete strength).

Lack of documentation hinders audit trails, obscures accountability, and makes it difficult to verify compliance with procurement regulations.

The 2025 contract monitoring programme provided critical oversight over public infrastructure expenditure and revealed weaknesses in post-award contract management. The findings from the monitoring exercise are indicated in Appendix 9.

6.1.12 Review of Reports on Cancelled Procurement Proceedings

During the 2025 reporting period, the Authority recorded one hundred and seventy-four (174) cancelled procurement proceedings across central Government, local authorities, state-owned enterprises, and statutory bodies. The cancellations were effected pursuant to section 69 of the PPA and related provisions of the PPR.

(a) Key Trends and Drivers

An analysis of reported cancellations indicated that most of them were concentrated in the following categories:

(i) Insufficient Funds / Budgetary Constraints – Section 69(1)(c)

Insufficient funds constituted the most prevalent ground for cancellation. In numerous cases, the best evaluated bidder's price exceeded the approved budget, available funding was withdrawn or deferred (particularly in donor-supported projects), or internal budget allocations were found to be inadequate after conducting a PRA.

The trend highlighted weaknesses in cost estimation, market price benchmarking, and alignment between procurement plans and approved budgets.

(ii) Non-Responsive Bids – Section 69(1)(k)

A significant proportion of procurement proceedings were cancelled as all bids were declared non-responsive. The non-responsive bids were particularly evident in ICT procurements, infrastructure works, and framework agreements (FA).

The pattern suggested deficiencies in specification development, bidder understanding of solicitation requirements, and, in some cases, limited supplier capacity.

(iii) No Bids Received – Section 69(1)(h)

Several procurements, particularly at local authority level and in specialised technical areas, attracted no bids which indicated limited market participation and potential gaps in market sounding and advertisement strategies.

(iv) Change in Technical Requirements or Bidding Conditions – Section 69(1)(d)

A notable number of cancellations arose from significant revisions on technical specifications or scope of works after the SD had been issued.

The high number of cancellations, highlighted weaknesses in pre-procurement planning, needs assessment, and stakeholder coordination before tender launch.

(v) Procurement Need Ceased to Exist – Section 69(1)(b)

In a few cases, changes in operational circumstances rendered the procurement unnecessary, which reflected demand forecasting and planning challenges.

A summary of the cancellations by reasons for cancellations is shown in Table 5 below.

Table 5: Statistical Breakdown by Reasons for Cancellations

Reason for cancellation	Approximate share of total	Key observation
Non responsive bids.	~32%	Most frequent and systemic cause.
Insufficient funds/bids above budget/above market.	~22%	Reflects planning and cost estimation weaknesses.
No bids received.	~20%	Indicates low market participation.
Changes in scope/ specifications/bidding conditions.	~17%	Points to weak preprocurement readiness.
Procurement need ceased to exist.	~6%	Largely policy or operational decisions.
Other/exceptional cases.	~3%	Isolated, non-systemic events.

Non-responsive bids, funding related constraints, and failure to attract bids accounted for more than 70% of all cancellationss.

(b) Sectoral Observations

Cancellations were most prominent in the following sectors:

i. health (including donor-funded programmes);

ii. infrastructure and construction works;

iii. ICT systems and equipment; and

iv. framework and running contracts for services.

Local authorities recorded comparatively higher instances of "no bid received" and "non-responsive bids," indicating the need for targeted capacity strengthening at decentralised levels.

(c) Compliance and Systemic Implications

The 2025 data demonstrates that cancelled procurement proceedings were largely attributed to planning and budgeting weaknesses rather than procedural irregularities.

Key systemic issues identified included:

i. inadequate market research prior to solicitation;

ii. unrealistic or unverified budget allocations;

iii. poorly defined technical specifications;

iv. delays in evaluation processes resulting in bid expiry; and

v. exposure of procurement plans to external funding volatility.

While the cancellations were generally effected within the enabling provisions of the PPA, the frequency of cancellations in certain PEs suggests the need for enhanced oversight and targeted compliance interventions.

(d) Authority Interventions and Way Forward

In response to the observed trends, the Authority will:

i. strengthen enforcement of pre-tender planning requirements, including documented market surveys and confirmed budget availability;

ii. intensify capacity-building programmes on cost estimation, specification drafting, and PRA;

iii. enhance compliance monitoring of PEs with repeated cancellations;

iv. promote supplier sensitisation on the e-GP System to improve bid responsiveness and participation; and

v. develop early warning mechanisms to flag recurrent cancellation patterns.

The high incidence of cancellations in 2025 underscored the critical importance of robust procurement planning, accurate budgeting, and effective market engagement. Strengthening these foundational processes will reduce avoidable cancellations, improve procurement efficiency, and enhance value for money in public expenditure.

The Authority remained committed to working with PEs to improve planning discipline, build institutional capacity, and ensure full compliance with the PPA and PPR.

6.1.13 Contract Terminations

During the 2025 reporting period, the Authority received and reviewed reports on contract terminations from various PEs in accordance with the PPA and the PPR. The terminations spanned works, goods, and services contracts across central Government institutions, local authorities, state-owned enterprises, and regulatory bodies.

(i) Overview and Trends

Most contract terminations arose from **non-performance or under-performance of contractual obligations**, followed by variation-related breaches, failure to meet technical specifications, and administrative non-compliance, such as failure to submit performance security. The sectors most affected included:

(i) Infrastructure and construction works (police posts, health centres, boreholes, classroom blocks, boundary walls);

(ii) ICT systems and equipment supply;

(iii) utilities and energy infrastructure; and

(iv) medical and specialised equipment.

Local authorities recorded a significant proportion of terminated works contracts, largely attributed to contractor underperformance and site abandonment.

(ii) Key Grounds for Termination

1. Non-Performance of Contractual Obligations – Section 96(g) and GCC Provisions.

The non-performance of contractual obligations was the most dominant ground for termination. Contractors failed to meet agreed timelines, deliverables, or performance standards. Common manifestations included:

i. abandonment of site;

ii. slow progress and poor workmanship;

iii. failure to deliver goods within contractual timelines; and

iv. failure to meet contractual milestones.

The pattern suggested weaknesses in contractor capacity assessment and contract management oversight at PE level.

2. Supply of Goods Not Meeting Specifications

Several contracts were terminated where goods delivered failed to comply with the technical specifications outlined in SDs which in some cases, suppliers were allowed to rectify defects but failed to do so. This indicated weak supplier quality assurance systems; possible specification ambiguity; and inadequate pre-dispatch inspection controls.

3. Variation Exceeding 25% – Section 77(4)

In certain works, contract variations exceeded the statutory 25% threshold, necessitating termination which reflected inadequate initial scope definition, poor cost estimation, and weak project planning.

4. Failure to Submit Performance Security – Regulation 184

At least one (1) termination resulted from failure by the contractor to submit performance security within the prescribed period, that highlighted non-compliance with contractual safeguards.

5. Contractor Withdrawal and Market-Driven Disruptions

Some contracts were terminated due to:

i. contractor withdrawal citing market price fluctuations;

ii. joint venture disputes;

iii. mutual agreement between parties; and

iv. termination for convenience.

These cases highlight external market volatility and partnership governance risks.

A breakdown of the number of cancelled tenders by primary reason is shown in Table 6 below.

Table 6: Statistical Breakdown by Primary Reason for Termination

Reason for contract termination	Number of cases	Percentage share
Non-performance/poor performance of contractual obligations	20	~58%
Under performance/slow progress	4	~12%
Contract variation exceeding 25% threshold	2	~6%
Failure to submit performance security	1	~3%
Delivery of goods not meeting specifications	3	~9%
Market related withdrawal/joint venture disputes	2	~6%
Mutual agreement/termination for convenience	2	~6%
Total	**34**	**100%**

It was observed that approximately 70% of all contract terminations were directly attributed to performance related failures by contractors or suppliers. Table 5 shows that many contract terminations in 2025 were attributed to contractor non-performance and scope management weaknesses rather than unlawful termination. While PEs generally acted within the enabling legal framework, the frequency of underperformance-related terminations underscored the need to strengthen contractor due diligence, contract supervision, and project planning controls.

The statistical review of cancellations by category of PEs is shown in Table 7 below.

Table 7: Statistical Distribution of Contract Terminations by Category of PE

Category of PEs	Observed Statistical Trend
Local Authorities	Highest incidence of terminations linked to abandonment of site, slow progress, and poor workmanship
State Owned Enterprises (SOEs)	Terminations driven by non-performance and variation breaches
Ministries	Terminations primarily due to non-delivery and non-compliance with specifications
ICT focused Agencies	High proportion of technical non-compliance and performance failures

The table shows that local authorities had the highest incidence of terminations linked to site abandonment, slow progress, and poor workmanship. For state-owned enterprises, terminations were largely driven by non-performance and variation breaches, while for Ministries, they were due to non-delivery and non-compliance with specifications.

(iii) Compliance and Risk Observations

The 2025 contract termination profile revealed the following systemic risks:

(i) weak contractor capacity assessment, particularly at the local authority level;

(ii) limited contract management and supervision, resulting in delayed detection of performance failures;

(iii) scope definition weaknesses leading to excessive variations;

(iv) quality assurance gaps in goods supply contracts; and

(v) exposure to market price volatility, particularly in infrastructure and utilities contracts.

In several cases, enabling provisions of the PPA or PPR were not clearly cited in termination reports, indicating documentation and compliance reporting gaps. Appendix 11 shows a list of terminated contracts.

(iv) Authority Interventions and Way Forward

The Authority remained committed to reinforcing sound contract management practices to safeguard public resources and ensure value for money in public procurement.

6.1.14 Collaboration with other Oversight Institutions

The Authority remained committed to the fight against corruption in public procurement. In 2025, the Authority continued to collaborate with Law Enforcement Agencies on procurement malpractice cases.

6.2 RESEARCH AND CAPACITY DEVELOPMENT

Research and Capacity Development is one of the key functions of ZPPA in regulating public procurement. One of the strategic objectives of the Research and Capacity Development Department is to enhance capacity development, research, and advisory services for PEs, suppliers, and other stakeholders. The Department seeks to develop and implement programmes to enhance capacity in PEs and other stakeholders to improve performance, efficiency, and utilization of resources, and to undertake research in public procurement to generate information that will improve the public procurement systems.

6.2.1 Capacity Development, Training and Other Activities

The Authority, in fulfillment of its obligation to promote professional development and information management and dissemination in the field of public procurement, conducted the following capacity development activities highlighted below:

(a) Sponsorship of training programmes

The Authority initiated and sponsored sensitisation training on the PPA and PRR. Three (3) provincial workshops were held where three hundred and twenty-five (325) participants were in attendance, as shown in Appendix 10.

(b) Workshops undertaken on Request (Tailor Made Training Programmes)

Twenty-four (24) workshops were undertaken by the Authority in various institutions where a total number of four hundred and twenty-four (424) participants were trained as shown in Appendix 11.

(c) Workshops and Trainings

The Authority continued to provide capacity-building activities in public procurement to stakeholders. The Authority facilitated at various workshops organised by stakeholders on procurement-related topics. The Authority participated in forty-five (45) workshops that had five thousand and seventy-five (5,075) participants from various institutions. The details of the training are as indicated in Appendix 12.

(d) Collaboration with other Training Institutions

The Authority continued to enhance its capacity development activities by collaborating with different training institutions, which included the In-Service Training Trust, ZIPs, and the National Institute of Public Administration.

6.2.2 Research, Advisory Services and Other Activities

ZPPA undertook the following activities on public procurement systems stated below.

(a) Market Price Index

Section 12 of the PPA requires the Authority to issue a quarterly MPI to be used by a Controlling Officer, Chief Executive Officer, and PEs for purposes of an informed price decision. In the year 2025, the Authority published four (4) MPIs on 17th January, 15th April, 22nd July, and 15th October 2025.

(b) Research Activities

The Authority undertook and concluded four (4) research surveys into various areas affecting public procurement. The details of the research activities are as shown in Appendix 13.

(c) Guidance on the Public Procurement (Preference and Reservation Schemes) Regulations, Statutory Instrument No. 45 of 2025.

The Authority provided guidance on the Public Procurement (Preference and Reservation Schemes) Regulations, Statutory Instrument No. 45 of 2025 through Circular No. 23 of 2025 dated 11th July 2025.

(d) Development of Standard Solicitation Documents (SSDs)

The Authority finalised the fifteen (15) draft SSDs and one (1) User Guide and submitted them to the Ministry of Justice for review.

6.3 HUMAN RESOURCE AND ADMINISTRATION

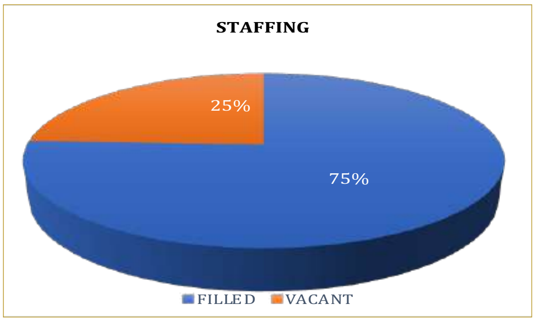
During the period under review, the Authority, through the Human Resource and Administration Department implemented various programmes in managing its human resource and promoting employee development to discharge the Authority's mandate. To foster a conducive work environment and ensure industrial harmony, the Authority continued to implement programmes that promoted employee motivation, employee relations as well as measures to enhance health and safety at the workplace.

The highlights during the year under review are shown below.

6.3.1 Establishment and Structure

The Authority had a staff establishment of one hundred and fifteen (115) positions comprising permanent and pensionable and fixed-term contract positions. The staff complement was eighty-seven (87), consisting of eighty-three (83) permanent staff, three (3) staff on fixed-term contracts, and one (1) staff on a short-term contract. The filled vs vacant positions were as shown in Figure 7.

Figure 7: Filled vs Vacant Positions in 2025



a) Staff Turnover

The staff turnover for the year ended 31st December 2025 was 10% following the resignation of nine (9) staff, of which eight (8) were permanent, and one (1) was temporary. The main reason for resignations was noted to be better conditions of service offered compared to the Authority.

b) Vacant Positions

Out of the one hundred and fifteen (115) permanent and fixed-term contract positions, twenty-nine (29) remained vacant as at 31st December 2025.

c) Conditions of Service and Collective Bargaining

During the period under review, Management held collective bargaining meetings with the Zambia Union of Financial Institutions and Allied Workers (ZUFIAW) to negotiate demands for improved conditions of service for 2025. The negotiations were concluded, and a Collective Agreement for the period 1st April 2025 to 31st March 2027 between Management and ZUFIAW was approved by the Ministry of Labour and Social Security.

6.3.2 Commemoration of International Labour Day

The Authority commemorated International Labour Day by participating in the march past on 1st May 2025. Further, the Authority recognised employee performance and contribution to the institution. In that regard, the Authority on 1st July 2025 held an in-house Labour Day awards ceremony, and five (5) deserving members of staff were presented with Labour awards in five (5) different categories. The categories included Most Hardworking Employee, Most Innovative and Resourceful Employee, Most Disciplined Employee, Most Improved Employee, and the Longest Serving Employee.

6.3.3 Staff Training

During the period under review, the Authority facilitated staff development training for its employees as indicated in Table 8.

Table 8: Staff Training

NO.	TRAINING PROGRAMME	NUMBER OF STAFF TRAINED	OBJECTIVES OF THE TRAINING
1.	Staff sensitisation on the use of the Document Management System: setting cabinets and folders.	Twenty (20) selected staff from all departments.	Learn to use the Document Management System and set up cabinets and folders in the system.
2.	Sage 300 ERP User training.	Ten (10) Finance, PU and Stores staff.	Learn to use and operate the Sage 300 System.
3.	Risk Management training facilitated by the Ministry of Finance and National Planning.	Twenty-two (22) Senior Management employees and selected staff from all departments.	Acquire knowledge of risk management and the development of a risk management framework.
4.	Online training in Digital and Social Media Marketing.	One (1) Public Relations staff.	Learn the value of online media in promoting a company and how to effectively market a company and increase its online presence through online resources.
5.	Online training in using social media to communicate.	One (1) Public Relations staff.	Acquire knowledge on the use of Facebook, WhatsApp, Google Chat, Google Meet, Instagram, TikTok, and Twitter for business operations.

6.3.4 Completion of the Annex Building

During the period under review, the Authority completed the construction of the Annex office building.

6.3.5 Procurement and Renovation of the Ndola Regional Office Building

The Authority completed the procurement process of regional offices in Ndola, Copperbelt Province. Further, renovations of the building were undertaken.

6.3.6 Development and Review of Policies

In 2025, the Authority developed the Whistleblower Policy and reviewed several policies, such as the Occupational Health and Safety Policy, the Recruitment Policy, and the Records Management Policy.

6.3.7 Health and Wellness

In its effort to promote a healthy workforce, the Authority staff participated in the sports festival organized by ZUFIAW.

6.4 INFORMATION AND COMMUNICATIONS TECHNOLOGY

The Department of Information and Communications Technology (ICT) is responsible for planning, operating, and supporting the institutional ICT infrastructure to enable end users to carry out their duties effectively and efficiently. Further, the Department enhances the security of ICT systems to facilitate and sustain daily business operations.

During the period under review, the following activities were undertaken.

6.4.1 Solar System Implementation

The Authority implemented a solar power system that provided a more reliable and stable power supply for critical ICT infrastructure, reducing dependence on the national grid and minimizing system downtime caused by power outages. This enhanced power resilience directly supports the availability, integrity, and continuity of the e-GP System, which is essential for public procurement operations.

6.4.2 Implementation of the Document Management System for the Compliance Monitoring Department

The Authority implemented the Document Management System (DMS) for the Compliance Monitoring Department. Furthermore, the DMS has enhanced escalation and approval procedures, ensuring timely oversight, accountability, and improved compliance with internal controls and procurement governance requirements.

6.4.3 Integration of the e-GP System with PACRA, IFMIS, and ZRA Systems and Internet Upgrade

The integration of the e-GP System with the Patents and Companies Registration Agency (PACRA), Integrated Financial Management Information System (IFMIS), and the Zambia Revenue Authority (ZRA) systems was successfully achieved through the design, development, and deployment of dedicated Application Programming Interfaces (APIs). The integration will lead to the Authority benefiting from improved data accuracy, enhanced transparency, strengthened financial and procurement controls, and faster procurement processing.

The Authority upgraded its internet bandwidth from 70 Mbps to 100 Mbps to enhance the connectivity and performance of the e-GP System.

6.5 ELECTRONIC GOVERNMENT PROCUREMENT

The e-GP Unit is responsible for managing the implementation and roll-out of the e-GP System to all PEs in accordance with the Authority's mandate of organizing and maintaining systems for the management of procurement data on public procurement opportunities, contract awards, and other information of public interest.

The activities carried out during the reporting period significantly contributed to improved adoption, efficiency, and reliability of the e-GP System. Through targeted assessments, capacity building, site monitoring, and system performance management, stakeholders were better equipped to utilize the e-GP System effectively. Continued commitment to these activities will further strengthen transparency, efficiency, and accountability in public procurement.

Below were the 2025 activities undertaken in accordance with the Authority's 2022-2026 Strategic Plan.

6.5.1 Update on Tenders published on the e-GP System and usage of the System

ZPPA has been undertaking activities to enhance the usage of the e-GP System by PEs and suppliers. The use of the e-GP System results in enhanced efficiency, accountability, and integrity in public procurement.

A total of one hundred and three thousand, three hundred and twenty-six (103,326) tenders were published on the e-GP System in 2025. A breakdown of the number of tenders published per quarter is shown in Table 9.

Table 9: Number of tenders published on the e-GP System in 2025 per quarter.

Quarter One (1)	Quarter Two (2)	Quarter Three (3)	Quarter Four (4)
Twenty-nine thousand, three hundred and fifty-eight (29,358).	Twenty-seven thousand, two hundred and eighty-three (27,283)	Twenty-three thousand, three hundred and fifty (23,350).	Twenty-three thousand, three hundred and thirty-five (23,335).

In 2025, a total of forty-five thousand, seven hundred and twenty-four (45,724) tenders were published on the e-GP System. Therefore, there was an increase in the number of tenders published on the e-GP System by forty-four thousand, seven hundred and twenty-four (44,724) tenders at the value of ZMW 1,340,499,445.43.

The increase in the number of tenders published on the e-GP System in 2025 showed a wider use of the e-GP System by PEs due to the mandatory use requirements that followed the end of the transition period in April 2025.

6.5.2 Training of PEs in the Usage of the e-GP System

ZPPA trained thirty-three (33) PEs in the full usage of the e-GP System, bringing the total number of PEs trained to seven hundred and forty-five (745) by 31st December 2025. This was lower than the trained PEs in 2024, which was one hundred and forty-four (144). In the same period, a total of eight hundred and ninety (890) PEs were registered on the system, out of which five hundred and sixty (560) were actively publishing tenders, demonstrating wider usage of the e-GP System.

6.5.3 Supplier Training in the Usage of the e-GP System

The Authority held in- person and virtual workshops in collaboration with local authorities, and five hundred and nine (509) suppliers were trained in the usage of the e-GP System in all the provinces of Zambia. In addition, eleven thousand, five hundred and ninety (11,590) suppliers were oriented through the ZPPA Lusaka and Copperbelt helpdesks.

6.5.4 Site Visits

ZPPA undertook one hundred and twenty-three (123) site visits in Central,

Eastern and Muchinga Provinces. It was noted that most PEs were lagging in marking the tenders complete on the e-GP System. ZPPA urged Controlling Officers and Heads of PUs to fully implement the e-GP System in accordance with section 16 of the PPA. The Authority further explained that failure to use the system would result in administrative sanctions in accordance with section 105 (1) (c) of the PPA.

During the year under review, ZPPA conducted e-GP System usage monitoring and assessed one hundred and fifteen (115) PEs in Southern, Lusaka, Luapula and Northern provinces on their effective use of the system. The Authority observed that some PEs were not completing procurement processes on the e-GP System. In that regard, Heads of PUs were urged to ensure that all procurement activities were completed on the e-GP System in line with the statutory requirements.

In addition, ZPPA assisted one hundred and eighty-two (182) PEs to facilitate the timely completion of procurement processes on the system. The assistance focused on guiding PEs through key stages of the tender lifecycle, including tender creation, publication, bid evaluation, and contract award within the e-GP System.

6.5.5 Supplier Registration

The Authority continued to register suppliers of goods, works, and services on the e-GP System. In the year under review, thirteen thousand, one hundred and thirty-three (13,133) suppliers were registered on the e-GP System, bringing the total number of suppliers registered on the e-GP System to eighty-one thousand (81,000) as at 31st December 2025.

6.5.6 Helpdesk Support Services

During the year under review, thirteen thousand, eight hundred and forty (13,840) cases were recorded through the ZPPA Helpdesk, mostly for password resets. During the year under review, bid submissions, technical support, or Helpdesk training of suppliers were undertaken.

6.5.7 New Local e-GP System Development

During the period under review, the ZPPA continued the development of a local e-GP System aimed at strengthening national ownership, sustainability, and alignment with the public procurement legal and operational framework. All the implemented features underwent preliminary validation through user test case scenarios and simulated transactions. The developer demonstrated acceptable technical capabilities and alignment with the system specifications.

6.6 LEGAL AND BOARD AFFAIRS

The Legal and Board Affairs is responsible for providing legal advisory services to the Authority to ensure that it performs its functions in accordance with the provisions of the PPA, PPR, and other relevant legislation. In addition, the Department is responsible for coordinating Board and Board Committee meetings in line with the PPA and principles of corporate governance.

6.6.1 Legal Services

During the period under review, the Department provided legal advisory services on various matters, including appeals and investigations arising from public procurement.

In 2025, the Authority had four (4) matters in court. Two (2) matters were in relation to the Authority's decisions to suspend bidders from participation in public procurement, while one (1) matter arose out of the Authority's decision to dismiss four (4) out of five (5) grounds of an appeal submitted by a bidder. The fourth matter arose out of the Authority's decision not to consider an appeal from a bidder.

a) Matters in Court

The first matter related to an application that was filed before the High Court on 14th November 2024 by a bidder who was suspended from participation in public procurement. The bidder challenged an arbitral award that was delivered on 30th October 2024, in favour of the Authority, affirming the suspension. The arbitral award was challenged on the basis that the final award was contrary to public interest. On 18th December 2024, the parties made their viva voce submissions in Court, and judgment was reserved to 24th January 2025. As at 31st December 2025, the Ruling had not yet been delivered.

The second matter related to a bidder that was aggrieved with the decision of the Authority to suspend it from participation in public procurement for a period of one (1) year. The bidder applied for a stay of proceedings pending the conclusion of the arbitration proceedings. The parties filed a Consent Order for a stay of proceedings.

The third matter related to a bidder that was dissatisfied with the Authority's dismissal of part of its appeal. The bidder filed a Notice of Arbitration and applied for an interim injunction pending the conclusion of the arbitration proceedings. The interim injunction was granted ex parte. The matter came up for an inter parte hearing in December 2025, and the Ruling was reserved to 29th December 2025. As at 31st December 2025, the Ruling was still pending.

The fourth matter related to an application for a stay of procurement proceedings pending the conclusion of arbitration proceedings. The bidder commenced arbitration proceedings after the Authority declined to consider an appeal that was submitted outside the statutory timeframe for submission of appeals. The application for a stay was dismissed in May 2024 and the bidder appealed to the Court of Appeal. As at 31st December 2025, the matter was still pending before the Court of Appeal.

b) Arbitration Proceedings

The first matter related to challenging a decision by the Authority to suspend a bidder from participation in public procurement for one (1) year. The bidder was suspended for the submission of a document that was not genuine in a tender process. The parties were in the process of concluding the matter through a Consent Order. As at 31st December 2025, the Consent Order had not yet been signed.

The second matter related to a bidder that was dissatisfied with the Authority's appeal decision. The bidder cited incorrect application of a margin of preference and conflict of interest by the successful bidder, among others, as the reasons for referring the matter to arbitration. As at 31st December 2025, the parties had not yet agreed on the appointment of an arbitrator.

6.6.2 Legislative Review

During the period under review, the Authority reviewed the draft Public Procurement (Amendment) Regulations, 2025 that were drafted by the Ministry of Justice. The purpose of the review was to ensure that the provisions of the Amendment Regulations were aligned with the proposed amendments that were submitted by the Authority to the Ministry of Finance and National Planning in December 2024. The proposed amendments included the reduction in the minimum bidding periods for procurement methods, removal of the requirement for the Authority to approve price reasonableness analyses for PEs, reduction of the timeframe for publication of a notice of the best evaluated bidder from ten (10) days to five (5) days, restriction of the requirement for clearance of contracts by the Attorney General to contracts above the Simplified Bidding or selection thresholds and removal of the requirement for clearance of contracts by the Treasury, among others. As at 31st December 2025, the Authority had concluded the internal review of the draft Amendment Regulations.

6.6.3 Board and Board Committees

The Board is responsible for the overall stewardship of the Authority and oversees the execution of its corporate mandate by management. The Board is responsible for:

(a) the development/approval of the Authority's vision, mission statement, goals and strategic plans, business plans, policies, financial statements, and annual budget;

(b) guiding management in strategic decision-making;

(c) overseeing management's discharge of duties and determining the terms and conditions of service of the staff of the Authority;

(d) monitoring the Authority's governance framework, policies, procedures and practices; and

(e) ensuring that the Authority has appropriate controls and systems that work effectively.

In line with its mandate, in 2025, the Board reviewed quarterly reports on capacity building and compliance monitoring activities undertaken by the Authority, such as procurement audits, capacity assessments, and monitoring of contracts in various PEs. In addition, the Board reviewed quarterly reports on the implementation of the new e-GP System, budget performance, and internal audit. Further, the Board approved the 2025 budget and work plan for the Authority.

6.6.4 Public Relations Unit

The Public Relations (PR) Unit is responsible for the dissemination of news and information to stakeholders, reputation management (managing the corporate image, identity, branding, and reputation of the Authority), and enhancing stakeholder engagement. In line with the 2022-2026 ZPPA Strategic Plan objective of strengthening communication and PR programmes, below were the activities undertaken in 2025.

a) Media Campaigns

Ten (10) radio programmes were produced and aired on commercial radio stations in Lusaka and Ndola Cities. The topics included the guidance provided by ZPPA in CDF procurements, the Code of Conduct for procurement officers, bidders, and suppliers in public procurement, misconceptions on ZPPA's mandate, procurement methods, the mandate of ZPPA, the benefits of the e-GP System, and transitioning from manual procurement to the e-GP System, among others. In addition, two (2) TV programmes were aired during the Zambia International Trade Fair in Ndola and the Agricultural and Commercial Show in Lusaka. The topics covered were on compliance monitoring and the mandate of ZPPA.

b) Publications

Seven (7) newspaper columns were published fortnightly in the Zambia Daily Mail Newspaper from 21st April 2025 to 18th July 2025. The topics included the appeals procedure, misconceptions on ZPPA's mandate, and procurement methods, among other topics. In 2025, fourteen thousand, five hundred and eighty-four (14,584) brochures were designed, printed, and distributed to stakeholders at exhibitions, workshops, and through the ZPPA reception. Three hundred (300) copies of the 2024 Annual Report were printed in September 2025 and distributed to stakeholders. Fifty (50) copies of the 2025 January - June Newsletter were designed and printed in July 2025. The newsletter was disseminated to ZPPA clients who visited the stand at the Agricultural and Commercial Show in Lusaka. Fifty (50) copies of the 2025 July - December Newsletter were designed, printed, and delivered to ZPPA at the end of December 2025. Soft copies of the newsletter were distributed to the ZPPA stakeholders online.

c) Media and Public Engagement

During the period under review, the Authority issued eighteen (18) press releases on various procurement issues. News clips were aired on radio and TV stations, and news articles were written in newspapers on the suspension of suppliers and other procurement issues.

The Authority held four (4) quarterly press briefings to sensitise the public on its operations and mandate.

ZPPA held the second Public Procurement Awards aimed at celebrating and recognizing best practices in public procurement among PEs and enhancing compliance with the PPA. The event honoured PEs that demonstrated exceptional performance in the procurement processes, underscoring ZPPA's commitment to upholding excellence, accountability, and transparency in the public procurement system.

The National Health Insurance Management Authority receiving an award for the Best PE in Mandatory Reports Submission for the second time at Southern Sun Hotel in December 2025.

From over seven hundred and twenty-seven (727) PEs that were assessed for the awards, six (6) were outstanding. Two (2) PEs were exceptional in compliance monitoring (mandatory report submissions), and two (2) scored the highest marks in compliance and capacity assessments. The other two (2) PEs were the best performers in the implementation of the full use of the e-GP System.

d) Exhibitions

ZPPA took part in the 59th Zambia International Trade Fair, which was held in Ndola from 1st to 8th July 2025. Further, ZPPA participated at the 97th Agricultural and Commercial show in Lusaka that took place from 30th July to 4th August 2025.

Radio interview featuring ZPPA staff at the Agricultural and Commercial Show.

Director -Research and Capacity Development Dr. Justin Matimuna during a media interview at the Agricultural and Commercial showgrounds.

6.7 INTERNAL AUDIT

The Internal Audit Department is responsible for providing an independent, objective, risk-based assurance and consulting activity designed to add value and improve the Authority's operations. In addition, the Internal Audit Department provides independent assurance that the Authority's risk management, governance, and control processes are operating efficiently and effectively. In 2025, the risk-based annual audit plan was executed in full.

Significant findings were brought to the attention of the Audit and Risk Committee of ZPPA and the Board of Directors. In addition to quarterly progress reports, significant risks facing the Authority were also presented to the Board. In the financial year 2025, the Authority revised the Risk Management Policy to align it with the Risk Management Framework adopted in accordance with IS0 31000. The Board of Directors approved the Risk Management Framework and Policy in September 2025.

Inadequate funding continued to be a major challenge for the Authority, as most of the significant risks presented to the Board of Directors were a result of inadequate funding. The significant risks of the Authority included inadequate organisational capacity and delayed implementation of the recommendations by the Emoluments Commission. The Authority continued to request for funding from the Ministry of Finance and National Planning and other Cooperating Partners to effectively execute its mandate.

6.8 FINANCE

The Finance Department is responsible for the overall financial management of the Authority's budgeting, resource mobilization, and preparation of financial reports for decision-making.

The Authority continued to engage the Ministry of Finance and National Planning to increase the Government grant. In 2025, the Authority requested an increase of 48% to the 2026 budget. Of the requested increment only 8% was approved and allocated. Further, the Authority revised its Resource Mobilisation Strategy (RMS), which was approved by the Board for the expansion of income streams such as leasing of a floor at the ZPPA annex building, among others. In addition, the Authority continued to generate income from other sources such as; short-term investments (fixed-term deposit - from funds that were not immediately required for the discharge of its functions), supplier registration and capacity building. Furthermore, the Authority commenced the process of revising appeal and tender participation fees and conducted a stakeholder consultation. The report was submitted to the Business Regulatory Review Agency for consideration and approval.

In the year under review, the Authority received funding from the European Union for the integration of the e-GP System with IFMIS, ZRA, and PACRA, and the training of PEs on the integration.

The Department prepared the financial statements for year ending 31st December 2025. The financial statements were audited by AMG Global Chartered Accountants and presented fairly in all material respects of the financial position of the Authority. The audited financial statements are attached to this report.

FINANCIAL STATEMENTS FOR THE YEAR ENDED 31ST DECEMBER 2025

ZAMBIA PUBLIC PROCUREMENT AUTHORITY

FINANCIAL STATEMENTS
31 December 2025

CONTENTS **PAGE**

ZAMBIA PUBLIC PROCUREMENT AUTHORITY

GENERAL INFORMATION
31 December 2025

Country of Incorporation	Zambia
Nature of business	Zambia Public Procurement Authority (ZPPA/the Authority) was established by the Public Procurement Act No. 8 of 2020 (as amended by the Public Procurement (Amendment) Act No. 17 of 2023). The Authority's main activity is the regulation of the procurement of goods, works and services for government and parastatal bodies. The Authority's operations are financed through Government grants and other sources.
Registered office	Stand No. 11790 Sub-J; Chisekela Road Longacres Lusaka
Business address	Stand No. 11790 Sub-J; Chisekela Road Longacres P. O. Box 31009 Lusaka
Postal address	P.O Box 31009 Lusaka
Bankers	ABSA Bank Plc Stand No. 2374 Kelvin Siwale Road P.O Box 31936 Lusaka Micro Finance Zambia Limited Head Office, 2nd & 3rd floors. Chanik House Cairo Road P.O Box 31060 Lusaka Standard Chartered Bank Plc Standard Chartered House Stand No. 4642 Corner of Mwaimwena Road and Addis Ababa Drive P.O Box 32238 Lusaka Zambia Industrial and Commercial Bank Plc Longacres Mall Office Block 5th Floor Stand No. 27395 Alick Nkhata Road P.O Box 30228 Lusaka Zambia National Commercial Bank Plc Cairo Road Branch Cairo Road P.O Box 37932 Lusaka
Auditors	AMG Global Chartered Accountants (Zambia) No. 6, Lagos Road Rhodes Park P.O Box 37893 Lusaka

ZAMBIA PUBLIC PROCUREMENT AUTHORITY

STATEMENT OF THE RESPONSIBILITIES OF THE DIRECTORS
31 December 2025

The Directors of the ZPPA Board are required, in terms of the Public Procurement Act No. 8 of 2020 (PPA) (as amended by the Public Procurement (Amendment) Act No. 17 of 2023), to maintain adequate accounting records and are responsible for the content and integrity of the Financial Statements and related financial information included in this report. It is their responsibility to ensure that the Financial Statements fairly present the state of affairs of the Authority as at the end of the financial year and the results of its operations and cash flows for the period then ended, in conformity with International Financial Reporting Standards (IFRSs). The external auditors are engaged to express an independent opinion on the Financial Statements.

The Financial Statements are prepared in accordance with IFRSs and are based upon appropriate accounting policies consistently applied and supported by reasonable and prudent judgments and estimates.

The Directors acknowledge that they are ultimately responsible for the system of internal financial control established by the Authority and places considerable importance on maintaining a strong control environment. To enable the Authority to meet these responsibilities, the Board sets standards for internal controls aimed at reducing the risk of error or loss in a cost-effective manner. The standards include the proper delegation of responsibilities within a clearly defined framework, effective accounting procedures and adequate segregation of duties to ensure an acceptable level of risk. These controls are monitored throughout the Authority and all employees are required to maintain the highest ethical standards in ensuring the Authority's business is conducted in a manner that in all reasonable circumstances is above reproach. The focus of risk management in the Authority is on identifying, assessing, managing and monitoring all known forms of risk across the Authority. While operating risk cannot be fully eliminated, the Authority endeavours to minimise it by ensuring that appropriate infrastructure, controls, systems and ethical behaviour are applied and managed within predetermined procedures and constraints.

The Directors are of the opinion, based on the information and explanations given by Management that the system of internal control provides reasonable assurance that the financial records may be relied on for the preparation of the financial statements. However, any system of internal financial control can provide only reasonable, and not absolute, assurance against material misstatement or loss.

The Directors have reviewed the Authority's cash flow forecasts for the year ending 31 December 2026 and, in the light of this review and the current financial position, they are satisfied that the Authority has access to resources to continue in operational existence for the foreseeable future.

The external auditors are responsible for independently reviewing and reporting on the Authority's Financial Statements. The Financial Statements have been examined by the Authority's external auditors and their report is presented on pages 7 to 9.

The Financial Statements, set out on pages 10 to 29 which have been prepared on the going concern basis, were approved by the Board on......12th June, 2026..... and were signed on its behalf by:

....	....
DIRECTOR GENERAL	**BOARD CHAIRPERSON**

ZAMBIA PUBLIC PROCUREMENT AUTHORITY

DIRECTORS' REPORT
31 December 2025

Directors have pleasure in submitting their financial report for the year ended 31 December 2025.

1. Principal Mandate

The mandate of the Authority is to regulate and monitor public procurement in Zambia in accordance with the Public Procurement Act No. 8 of 2020 (as amended by the Public Procurement (Amendment) Act No. 17 of 2023).

2. Financial Results

2.1 The Authority's results for the year were as follows:

	2025	2024
	K	K
Income	62 192 296	79 307 353
Total comprehensive deficit	(32 346 895)	(20 528 932)

2.2 The Authority recorded a deficit in 2025 due to a reduction in some income streams in the year, such as income from the 40% tender participation fees, capacity building and end of the World Bank project. The deficit was increased further by the change in the treatment of the income received for multi-year projects which is now being deferred. The deferred income included; EU funds for the integration of the e-GP with IFMIS (K7 265 108), and the development of the MPI offline software and other activities (K2 100 474). In addition, an amount of K22 645 512 was transferred to the Capital grant in 2025 from the grant receipt. There was an increase in depreciation which is a non- cash item at K6 096 180 in 2025.

2.3 *Going Concern*
The Directors expressed concern on the going concern issue, operational sustainability and the Authority's ability to continue in operation for the foreseeable future. Being a statutory body, the Authority continues to attract support from the Government of the Republic of Zambia to meet its financial obligations and remains a going concern.

3. Property, plant and equipment

During the year, the Authority acquired property, plant and equipment worth K23 793 012 (2024: K24 482 922). It also wrote off property and equipment with a cost of K28 900 (2024: K 2 695).

3. Employees

The average number of employees during the year was 86 (2024: 89) and their total remuneration was K61 080 195 (2024: K60 345 430).

4. Gifts and Donations

The Authority did not make any donation during the year under rreview. (2024: Nil).

5. Directors and Secretary

5.1 The Directors and Secretary of the Board who served during the year were as follows: -

Dr. Jones J. Kalyongwe	Chairperson
Mrs. Mumbi K. Mwila	Vice Chairperson
Ms. Pamela Sibanda	Board Member
Eng.Charity Chola	Board Member
Ms Milika N. Musonda	Board Member

Mr Musokotwane Sichizuwe	Board Member
Eng. Michael Mulenga	Board Member
Ms Theresa M.L. Kampata	Board Member
Mr Luke Mate	Board Member (February 2025 to May 2025)
Mr Justin Matimuna	Ex-Officio (Acting Director General served up to 31st August 2025)
Ms. Gloria Ngoma	Ex-Officio (Director General, Appointed 1st September, 2025 to date)
Ms. Mwaka Ndhlovu	Secretary

The Directors and Secretary of the Board who served up to the date of this report were as follows: -

Dr. Jones J. Kalyongwe	Chairperson
Mrs. Mumbi K. Mwila	Vice Chairperson
Ms. Pamela Sibanda	Board Member
Eng. Charity K. Chola	Board Member
Mrs. Milika N. Musonda	Board Member
Mr. Musokotwane Sichizuwe	Board Member
Eng. Michael Mulenga	Board Member
Mrs. Theresa M. L. Kampata	Board Member
Ms. Gloria Ngoma	Ex-Officio (Director General Appointed 1st September 2025)
Ms. Mwaka Ndhlovu	Secretary

5.2 The Authority had the following Board Committees during the year whose members were:

Finance and Administration

Mrs. Milika N. Musonda – Chairperson
Mrs. Mumbi K. Mwila
Ms. Pamela Sibanda
Mr. Innocent M. Kolala
Mr. Joseph N.Ngulube
Ms. Gloria Ngoma Ex-Officio (Director General Appointed 1st September 2025 to date)
Mr. Justin Matimuna (Ex - Officio - Acting Director General Served up to 31st August 2025)
Ms. Mwaka Ndhlovu (Secretary)

The Finance and Administration Committee members who served up to the date of this report were as follows:
Mrs. Milika N. Musonda - Chairperson
Mrs. Mumbi K. Mwila
Ms. Pamela Sibanda
Mr. Innocent M. Kolala
Mr. Joseph N. Ngulube
Ms. Gloria Ngoma (Ex-Officio -Director General)
Ms. Mwaka Ndhlovu (Secretary)

Technical Committee

The Technical Committee members who served during the year were as follows:
Eng. Charity K. Chola (Chairperson)
Mr. Musokotwane Sichizuwe
Eng. James Njolomba
Eng. Wallece Mumba
Eng. Rachel Zimba
Ms. Gloria Ngoma (Ex-Officio (Director General Appointed 1st September 2025)
Mr. Justin Matimuna (Ex - Officio - Acting Director General Served up to 31st August 2025)
Ms. Mwaka Ndhlovu (Secretary)

The Technical Committee members who served up to the date of this report were as follows:
Eng. Charity K. Chola – Chairperson
Mr. Musokotwane Sichizuwe
Eng. Wallece Mumba
Eng. James Njolomba
Eng. Rachael Zimba
Ms. Gloria Ngoma (Ex-Officio - Director General)
Ms. Mwaka Ndhlovu (Secretary)

Audit and Risk Committee
The Audit and Risk Committee members who served during the year were as follows:
Mrs. Theresa M. L. Kampata - Chairperson
Mrs. Rose G.K. Malila Phiri
Mr. David Kajokoto
Mr. Moonga Mumba
Mr. Mwandu Nsama
Ms. Mwaka Ndhlovu (Secretary)

The Audit and Risk Committee members who served up to the date of this report were as follows:
Mrs. Theresa M. L. Kampata - Chairperson
Mrs. Rose G.K. Malila Phiri
Mr. David Kajokoto
Mr. Moonga Mumba
Mr. Mwandu Nsama
Ms. Mwaka Ndhlovu (Secretary)

5.3 Management of the Authority

The Management of the Authority during the year were as follows:

Ms. Gloria Ngoma	-	Director General (Appointed September 2025 to date)
Mr. Justin Matimuna	-	Acting Director General (Served up to31st August 2025)
Mr. Belia Mulenga	-	Director Finance
Mrs. Vida Kamanya	-	Director Compliance Monitoring
Mr. Terry Gunduza	-	Acting Director Research and Capacity Development
Ms. Mwaka Ndhlovu	-	Board Secretary
Mr. Musenge Kapindula	-	Director Human Resource and Administration
Mr. Mathew Lusambo	-	Manager –Information Communication Technology
Mrs. Emily L. Mwenda	-	Manager – Internal Audit
Ms. Ethel Nunkwe	-	Manager – Electronic Government Procurement

The Management of the Authority up to the date of this report was as follows:

Ms. Gloria Ngoma	-	Director General
Mr. Belia Mulenga	-	Director Finance
Mrs. Vida Kamanya	-	Director Compliance Monitoring
Ms. Mwaka Ndhlovu	-	Board Secretary
Mr. Musenge Kapindula	-	Director Human Resource and Administration
Mr. Mathew Lusambo	-	Manager –Information Communication Technology
Mrs. Emily L. Mwenda	-	Manager – Internal Audit
Ms. Ethel Nunkwe	-	Manager – Electronic Government Procurement

6. Other material facts, circumstances and events

The Directors are not aware of any material facts, circumstances or events which occurred between the accounting date and the date of this report which might influence an assessment of the Authority's Financial Position or the results of its operations.

7. Annual Financial Statements

The Annual Financial Statements are set out on pages 10 to 29.

8. Auditors

The Authority's Auditors, AMG Global Chartered Accountants (Zambia), have indicated their willingness to continue in office following the expiry of their contract and a resolution for their reappointment may be proposed at an appropriate Board Meeting.

By order of the Board:

BOARD SECRETARY

Date: 12/06/26

Office address:
No. 6 Lagos Road
Rhodes Park
Lusaka
ZAMBIA

Mail address:
P.O Box 37893
Lusaka
ZAMBIA

Telephone (260)-211-251159
Fax: (260)-211-255145
Email: fridaynyambe@amgglobal.co.zm

AMG GLOBAL
Chartered Accountants
Zambia

REPORT OF THE INDEPENDENT AUDITORS TO THE DIRECTORS OF

ZAMBIA PUBLIC PROCUREMENT AUTHORITY

We have audited the accompanying Financial Statements of Zambia Public Procurement Authority (ZPPA), set out on pages 10 to 29, which comprise the statement of financial position as at 31 December 2025, statement of comprehensive income, statement of changes in equity and statement of cash flows for the year then ended, and a summary of significant accounting policies and other explanatory notes.

Opinion

In our opinion, the Financial Statements present fairly, in all material respects, the financial position of the Zambia Public Procurement Authority as at 31 December 2025 and of its financial performance and its cash flows for the year then ended in accordance with International Financial Reporting Standards (IFRSs) (modified to take into account the nature of the organisation) and the requirements of the Public Procurement Act No. 8 of 2020 (as amended by the Public Procurement (Amendment) Act No. 17 of 2023).

Basis for Opinion

We conducted our audit in accordance with International Standards on Auditing (ISAs). Our responsibilities under those standards are further described in the Auditor's Responsibilities for the Audit of the Financial Statements section of our report. We are independent of the Authority in accordance with the International Ethics Standards Board for Accountants' Code of Ethics for Professional Accountants (IESBA Code) together with ethical requirements that are relevant to our audit of the Financial Statements in Zambia, and we have fulfilled our other ethical responsibilities in accordance with these requirements and the IESBA Code. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our opinion.

Key Audit Matters

Key audit matters are those matters that, in our professional judgment, were of most significance in our audit of the Financial Statements of the current period. These matters were addressed in the context of our audit of the Financial Statements as a whole, and in forming our opinion thereon, and we do not provide a separate opinion on these matters.

There were no key audit matters to report on during the current period.

Other information

The Directors are responsible for the other information. The other information comprises the Directors' Report as required by the Public Procurement Act No. 8 of 2020 (as amended by the Public Procurement (Amendment) Act No. 17 of 2023), which we obtained prior to the date of this report. Other information does not include the audited annual Financial Statements and our auditor's report thereon.

Our opinion on the audited annual Financial Statements does not cover the other information and we do not express an audit opinion or any form of assurance conclusion thereon.

In connection with our audit of the audited annual Financial Statements, our responsibility is to read the other information and, in doing so, consider whether the other information is materially inconsistent with the audited annual Financial Statements or our knowledge obtained in the audit, or otherwise appears to be materially misstated. If, based on the work we have performed, we conclude that there is a material misstatement of this other information, we are required to report that fact. We have nothing to report in this regard.

REPORT OF THE INDEPENDENT AUDITORS TO THE MEMBERS OF

ZAMBIA PUBLIC PROCUREMENT AUTHORITY

Responsibilities of Management and Those Charged with Governance for the Financial Statements

Management is responsible for the preparation and fair presentation of the Financial Statements in accordance with IFRSs and in the manner required by the Public Procurement Act No. 8 of 2020 (as amended by the Public Procurement (Amendment) Act No. 17 of 2023), and for such internal control as Management determines is necessary to enable the preparation of Financial Statements that are free from material misstatement, whether due to fraud or error.

In preparing the Financial Statements, Management is responsible for assessing the Authority's ability to continue as a going concern, disclosing, as applicable, matters related to going concern and using the going concern basis of accounting unless Management either intends to liquidate the Authority or to cease operations, or has no realistic alternative but to do so.

Those Charged with Governance are responsible for overseeing the Authority's Financial reporting process.

Auditor's Responsibilities for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the Financial Statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinion. Reasonable assurance is a high level of assurance, but is not a guarantee that an audit conducted in accordance with ISAs will always detect a material misstatement when it exists. Misstatements can arise from fraud or error and are considered material if, individually or in the aggregate, they could reasonably be expected to influence the economic decisions of users taken on the basis of these Financial Statements.

As part of an audit in accordance with ISAs, we exercise professional judgment and maintain professional skepticism throughout the audit. We also:

- Identify and assess the risks of material misstatement of the Financial Statements, whether due to fraud or error, design and perform audit procedures responsive to those risks, and obtain audit evidence that is sufficient and appropriate to provide a basis for our opinion. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal control;
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the Authority's internal control;
- Evaluate the appropriateness of accounting policies used and the reasonableness of accounting estimates and related disclosures made by Management;
- Conclude on the appropriateness of Management's use of the going concern basis of accounting and based on the audit evidence obtained, whether a material uncertainty exists related to events or conditions that may cast significant doubt on the Authority's ability to continue as a going concern. If we conclude that a material uncertainty exists, we are required to draw attention in our auditor's report to the related disclosures in the Financial Statements or, if such disclosures are inadequate, to modify our opinion. Our conclusions are based on the audit evidence obtained up to the date of our auditor's report. However, future events or conditions may cause the Authority to cease to continue as a going concern; and
- Evaluate the overall presentation, structure and content of the Financial Statements, including disclosures, and whether the Financial Statements represent the underlying transactions and events that achieves fair presentation.

We communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit and significant audit findings, including any significant deficiencies in internal control that we identify during our audit.

REPORT OF THE INDEPENDENT AUDITORS TO THE MEMBERS OF

ZAMBIA PUBLIC PROCUREMENT AUTHORITY

We also provide those charged with governance with a statement that we have complied with the relevant ethical requirements regarding independence, and to communicate with them all relationships and other matters that may reasonably be thought to bear on our independence, and where applicable, related safeguards.

Report on Other Legal and Regulatory Requirements

In our opinion, the Financial Statements of the Zambia Public Procurement Authority as of 31 December 2025 have been, in all material respects, properly prepared in accordance with the provisions of the Public Procurement Act No. 8 of 2020 (as amended by the Public Procurement (Amendment) Act No. 17 of 2023).

AMG Global

AMG Global
Chartered Accountants

Dr Friday Nyambe
Practising Certificate Number: M/PC NO.0001699
Partner signing on behalf of the firm

Date 15 June 2026

ZAMBIA PUBLIC PROCUREMENT AUTHORITY

STATEMENT OF COMPREHENSIVE INCOME
for the year ended 31 December 2025

	Note	2025 K	2024 K
Income	6	62 192 296	79 307 353
Administrative costs	7	(98 759 257)	(106 902 215)
Other operating costs	8	(1 535 774)	(1 836 492)
Total expenditure		(100 295 031)	(108 738 707)
Operating deficit		(38 102 735)	(29 431 354)
Net financing income	9	5 755 840	8 902 422
Total comprehensive deficit		(32 346 895)	(20 528 932)

ZAMBIA PUBLIC PROCUREMENT AUTHORITY

STATEMENT OF FINANCIAL POSITION
as at 31 December 2025

	Note	2025 K	2024 K
ASSETS			
Non current assets			
Property and equipment	10	77 778 835	60 099 054
Loan receivables	11	1 489 302	2 830 003
		79 268 137	62 929 057
Current assets			
Inventory	12	588 273	595 050
Accounts receivables	13	1 149 434	1 002 177
Cash and cash equivalents	14	63 162 895	70 227 992
		64 900 602	71 825 219
Total assets		144 168 739	134 754 276
EQUITY AND LIABILITIES			
Equity			
Capital grants	15	70 167 092	52 487 311
Revaluation reserves		7 928 041	7 928 041
Accumulated fund		16 440 955	48 787 850
Total accumulated funds		94 536 088	109 203 202
Current liabilities			
Accounts payables	16	40 267 069	25 551 074
Deferred income	17	9 365 582	-
		49 632 651	25 551 074
Total liabilities		49 632 651	25 551 074
Total Equity and liabilities		144 168 739	134 754 276

The Financial Statements on pages 10 to 29 were approved by the Board on 12/06/26 and were signed on their behalf by: -

…………………………………………
DIRECTOR GENERAL

…………………………………………
BOARD CHAIRPERSON

ZAMBIA PUBLIC PROCUREMENT AUTHORITY

STATEMENT OF CHANGES IN EQUITY
for the year ended 31 December 2025

	Accumulated fund K	Revaluation Reserve K	Capital grant K	Total K
Balances as at 31 December 2023	69 316 782	7 928 041	32 260 844	109 505 667
Total comprehensive deficit for the year	(20 528 932)	-	-	(20 528 932)
Received during the year	-	-	24 482 922	24 482 922
Amortisation of grants	-	-	(4 255 141)	(4 255 141)
Released to income statement	-	-	(1 314)	(1 314)
Balances as at 31 December 2024	48 787 850	7 928 041	52 487 311	109 203 202
Total comprehensive deficit for the year	(32 346 895)	-	-	(32 346 895)
Received during the year	-	-	23 793 012	23 793 012
Amortisation of grants	-	-	(6 096 180)	(6 096 180)
Released to income statement	-	-	(17 051)	(17 051)
Balances as at 31 December 2025	16 440 955	7 928 041	70 167 092	94 536 088

AMG GLOBAL

ZAMBIA PUBLIC PROCUREMENT AUTHORITY

STATEMENT OF CASH FLOWS
for the year ended 31 December 2025

	Note	2025 K	2024 K
NET CASH FLOWS FROM OPERATING ACTIVITIES			
Operating cash flows			
Operating loss		(38 102 735)	(29 431 354)
Adjustments for items not affecting cash flows:			
Depreciation on property and equipment	10	6 096 180	4 255 141
Profit on disposal of property and equipment		(4 623)	(981)
Amortisation of capital grant	15	(6 096 180)	(4 255 141)
Release from capital grant	15	(17 051)	(1 314)
Net operating cash flows before reinvestment in working capital		(38 124 409)	(29 433 649)
Decrease/(increase) in inventory		6 777	(80 000)
(Increase)/decrease in accounts receivables		(147 257)	144 229
Increase in accounts payables		24 081 577	6 755 224
Net cash flows from operations		(14 183 312)	(22 614 196)
Return from investments and servicing of finance			
Net financing income	9	5 755 840	8 902 422
Net cash flows from operating activities		(8 427 472)	(13 711 774)
NET CASH FLOWS FROM INVESTING ACTIVITIES			
Proceeds from disposal of property and equipment		21 674	2 295
Purchase of property and equipment		(23 793 012)	(24 482 922)
Net cash from investing activities		(23 771 338)	(24 480 627)
NET CASH FLOWS FROM FINANCING ACTIVITIES			
Net cash received from loans receivables		1 340 701	1 221 759
Proceeds from capital grant	15	23 793 012	24 482 922
Net cash flows from financing activities		25 133 713	25 704 681
Decrease in cash and cash equivalents		(7 065 097)	(12 487 720)
Cash and cash equivalents at the beginning of the year		70 227 992	82 715 712
Cash and cash equivalents at the end of the year	14	63 162 895	70 227 992

1 STATUS AND ACTIVITIES

The principal activity of the Authority is to regulate the procurement of goods, works and services for the government and parastatal bodies. The Authority operates under an Act of Parliament, the Public Procurement Act No. 8 of 2020 (As amended by the Public Procurement (Amendment Act) No. 17 of 2023). The address of its registered office is Stand No. 11790, Chisekela Road, (behind UN building), Lusaka Zambia.

2 GOING CONCERN

The Financial Statements have been prepared on the going concern basis, which assumes that the Authority will continue in operational existence for the foreseeable future. The validity of the going concern assumption is dependent upon the Authority being able to attract continued support from the Government of the Republic of Zambia in order to meet the Authority's financial obligations. The Government of the Republic of Zambia (GRZ) is committed and willing to continue to provide the necessary financial support to the Authority to meet its financial obligations.

If the Authority were unable to continue in operational existence for the foreseeable future, adjustment would have to be made to reduce the statement of financial position values of assets to their recoverable amounts, to provide for further liabilities that might arise and to reclassify assets and long-term liabilities as current assets and liabilities.

3 SIGNIFICANT ACCOUNTING POLICIES

3.1 Statement of compliance

The Financial Statements of Zambia Public Procurement Authority have been prepared in compliance with International Financial Reporting Standards (IFRSs) and the requirements of the Public Procurement Act No. 8 of 2020 (As amended by the Public Procurement (Amendment Act) No. 17 of 2023).

The principal accounting policies of the Authority, which are set out below, are consistently followed in all material respects.

3.2 Basis of measurement

These Financial Statements were prepared under the historical cost convention, except for financial assets classified as fair value through profit or loss (FVTPL).

Historical cost is generally based on the fair value of the consideration given in exchange for goods and services. Fair value is the price that would be received to sell an asset or paid to transfer a liability in an orderly transaction between market participants at the measurement date, regardless of whether that price is directly observable or estimated using another valuation technique. In estimating the fair value of an asset or a liability, the Authority takes into account the characteristics of the asset or liability if market participants would take those characteristics into account when pricing the asset or liability at the measurement date. Fair value for measurement and/or disclosure purposes in these Financial Statements is determined on such a basis, except for, leasing transactions that are within the scope of IAS 17, and measurements that have some similarities to fair value but are not fair value, such as value in use in IAS 36.

In addition, for financial reporting purposes, fair value measurements are categorised into Level 1, 2 or 3 based on the degree to which the inputs to the fair value measurements are observable and the significance of the inputs to the fair value measurement in its entirety, which are described as follows:

- Level 1 inputs are quoted prices (unadjusted) in active markets for identical assets or liabilities that the entity can access at the measurement date;
- Level 2 inputs are inputs, other than quoted prices included within Level 1, that are observable for the asset or liability, either directly or indirectly; and
- Level 3 inputs are unobservable inputs for the asset or liability.

The Financial Statements are presented in Zambia Kwacha (K), which is also the Authority's functional currency.

3.3 Judgement and estimates

The preparation of Financial Statements in compliance with IFRS requires Management to make certain critical accounting estimates. It also requires Management to exercise judgment in applying the Authority's accounting policies. The areas involving critical judgments and estimates in applying accounting policies that have the most significant risk of causing material adjustment to the carrying amounts of assets and liabilities recognized in the Financial Statements are:

- The classification of financial assets and liabilities;
- The residual values, the useful lives of property and equipment and whether assets are impaired; and
- The classification of Financial assets at FVTPL, which includes assessing the business model within which the assets are held and whether the contractual terms of the assets are solely payments of principal and interest on the principal amount outstanding.

The classification of financial instruments is determined by both:

- the entity's business model for managing the financial asset; and
- the contractual cash flow characteristics of the financial asset.

In addition, the disclosures that Management deemed to be immaterial were excluded from the notes to the Financial Statements. The determination of the relevance and materiality of disclosures involved significant judgment.

3.4 Foreign currencies

The Financial Statements of the Authority are presented in the currency of the primary economic environment in which the entity operates (its functional currency). For the purpose of the Financial Statements the results and Financial position of the Authority are expressed in Zambian Kwacha (K) which is the functional currency and the presentation currency for the Financial Statements.

In preparing the Financial Statements of the Authority, transactions in currencies other than the Authority's functional currency (foreign currencies) are recorded at the rates of exchange prevailing at the dates of the transactions. At each balance sheet date monetary items denominated in foreign currencies are retranslated at the rates prevailing at the date when the fair value was determined. Non-monetary items that are measured in terms of historical cost in a foreign currency are not translated.

Exchange differences are recognised in the income statement in the year in which they arise.

3.5 Income

Grant income are recognised when there is reasonable assurance that conditions pertaining to them will be complied with and that the grants will be received. When the terms of the grants do not specify the expenditure, they are intended to support such a grant is assumed to contribute towards the expenditure that forms the basis of that payment.

Government and other grants received in cash are recognised as income in the year in which they are received.

Grants for revenue expenditure are recognised in the statement of comprehensive income during the period in which they are received. Grants for capital expenditure and donations of non-monetary assets are credited to the Capital Grant account at their cash or fair values. The Capital Grant is transferred to the statement of comprehensive income each year on a systematic and rational basis over the useful lives of the related assets.

3.6 Other income

Income from Training, Appeals, Supplier registration, Interest from staff debtors and sale of tender documents are recognised when receipt is reasonably assured.

Rental income is recognised on a straight line basis over the lease period. Interest income is recognised on a time proportion basis using the effective interest method.

3.7 Net financing income/costs

Net financing income/costs comprise interest payable on borrowings calculated using the effective interest rate method, bank interest receivable, foreign exchange gains and losses that are recognised in the statement of comprehensive income.

3.8 Property, Plant and Equipment

Items of property, plant and equipment are measured at historical cost/ or revalued amounts less accumulated depreciation and any impairment losses.

An assessment is made by the directors at each reporting date whether there is any indication that the asset may have been impaired. If any such indication exits, the Directors carry out a revaluation of the recoverable amount of the asset by independent valuers.

Increases in the carrying amount arising on revaluation of land and buildings are credited to revaluation reserves in equity. Decreases that offset previous increases of the same asset are charged against other reserves directly in equity; all other decreases are charged to the income statement. Each year the difference between depreciation based on the revalued carrying amount of the asset charged to the income statement and depreciation based on the asset's original cost is transferred from 'other reserves' to retained earnings'.

Expenditure on repairs or maintenance of property, plant and equipment made to restore or maintain future economic benefits expected from the asset is recognised as an expense when incurred.

Depreciation

Depreciation on property, plant and equipment is provided on a straight-line basis to write off the gross book value less the expected residual value of the various assets over the period of their expected useful lives as follows:

Leasehold land and building	2%
Plant and Equipment	25%
Motor vehicles	20%
Office furniture	20%
Computer software	25%

The gain or loss arising on the disposal or retirement of an asset is determined as the difference between the sales proceeds and the carrying amount of the asset and is recognised in profit or loss.

3.9 Financial instruments

Recognition and derecognition
Financial assets and financial liabilities are recognised when the Authority becomes a party to the contractual provisions of the financial instrument.

Financial assets are derecognised when the contractual rights to the cash flows from the financial asset expire, or when the financial asset and substantially all the risks and rewards are transferred.

A financial liability is derecognised when it is extinguished, discharged, cancelled or expires.

Classification and initial measurement of Financial assets
Except for those trade receivables that do not contain a significant financing component and are measured at the transaction price in accordance with IFRS 15, all financial assets are initially measured at fair value adjusted for transaction costs (where applicable).

Financial assets, other than those designated and effective as hedging instruments, are classified into the following categories:

- amortised cost;
- fair value through profit or loss (FVTPL); and
- fair value through other comprehensive income (FVOCI).

The classification is determined by both:

- the entity's business model for managing the financial asset; and
- the contractual cash flow characteristics of the financial asset.

All income and expenses relating to financial assets that are recognised in profit or loss are presented within finance costs, finance income or other financial items, except for impairment of trade receivables which is presented within other expenses.

Subsequent measurement of Financial assets
Financial assets at amortised cost
Financial assets are measured at amortised cost if the assets meet the following conditions (and are not designated as FVTPL):

- they are held within a business model whose objective is to hold the financial assets and collect its contractual cash flows; and
- the contractual terms of the Financial assets give rise to cash flows that are solely payments of principal and interest on the principal amount outstanding.

This category includes non-derivative financial assets like loans and receivables with fixed or determinable payments that are not quoted in an active market. After initial recognition, these are measured at amortised cost using the effective interest method. Discounting is omitted where the effect of discounting is immaterial. The Authority's cash and cash equivalents, trade and most other receivables fall into this category of financial instruments as well as listed bonds that were previously classified as held-to-maturity under IAS 39.

Financial assets at fair value through profit or loss (FVTPL)
Financial assets that are held within a different business model than 'hold to collect' or 'hold to collect and sell', and financial assets whose contractual cash flows are not solely payments of principal and interest are accounted for at FVTPL. All derivative financial instruments fall into this category, except for those designated and effective as hedging instruments, for which the hedge accounting requirements apply (see below).

This category also contains equity investments. The equity investments were measured at cost less any impairment charges under IAS 39, as it was deemed that its fair value could not be estimated reliably.

Assets in this category are measured at fair value with gains or losses recognised in profit or loss. The fair values of Financial assets in this category are determined by reference to active market transactions or using a valuation technique where no active market exists.

Financial assets at fair value through other comprehensive income (FVOCI)
The Authority accounts for financial assets at FVOCI if the assets meet the following conditions:

- they are held under a business model whose objective is hold to collect the associated cash flows and sell; and
- the contractual terms of the financial assets give rise to cash flows that are solely payments of principal and interest on the principal amount outstanding.

Any gains or losses recognised in OCI will be recycled upon derecognition of the asset. This category includes listed securities and debentures that were previously classified as 'available-for sale'.

Impairment of financial assets
IFRS 9's new impairment requirements use more forward-looking information to recognise expected credit losses – the 'expected credit loss' (ECL) model. This replaces IAS 39's 'incurred loss model'. Instruments within the scope of the new requirements included loans and other debt-type Financial assets measured at amortised cost and FVOCI, trade receivables, contract assets recognised and measured under IFRS 15 and loan commitments and some financial guarantee contracts (for the issuer) that are not measured at fair value through profit or loss.

Recognition of credit losses is no longer dependent on the Authority first identifying a credit loss event. Instead the Authority considers a broader range of information when assessing credit risk and measuring expected credit losses, including past events, current conditions, reasonable and supportable forecasts that affect the expected collectability of the future cash flows of the instrument.

In applying this forward-looking approach, a distinction is made between:

- Financial instruments that have not deteriorated significantly in credit quality since initial recognition or that have low credit risk ('Stage 1') and
- Financial instruments that have deteriorated significantly in credit quality since initial recognition and whose credit risk is not low ('Stage 2').

'Stage 3' would cover financial assets that have objective evidence of impairment at the reporting date. However, none of the Authority's financial assets fall into this category. '12-month expected credit losses' are recognised for the first category while 'lifetime expected credit losses' are recognised for the second category. Measurement of the expected credit losses is determined by a probability-weighted estimate of credit losses over the expected life of the financial instrument.

Guidance note: Credit losses are defined as the difference between all the contractual cash flows that are due to an entity and the cash flows that it actually expects to receive ('cash shortfalls'). This difference is discounted at the original effective interest rate (or credit adjusted effective interest rate for purchased or originated credit-impaired Financial assets).

Trade and other receivables and contract assets
The Authority makes use of a simplified approach in accounting for trade and other receivables as well as contract assets and records the loss allowance as lifetime expected credit losses. These are the expected shortfalls in contractual cash flows, considering the potential for default at any point during the life of the Financial instrument. In calculating, the Authority uses its historical experience, external indicators and forward-looking information to calculate the expected credit losses using a provision matrix.

Financial assets at fair value through other comprehensive income
The Authority recognises 12-month expected credit losses for financial assets at FVOCI. As most of these instruments have an outstanding credit rating, the likelihood of default is deemed to be small. However, at each reporting date the Authority assesses whether there has been a significant increase in the credit risk of the instrument.

In assessing these risks, the Authority relies on readily available information such as the credit ratings issued by the major credit rating agencies for the respective asset. The Authority only holds simple financial instruments for which specific credit ratings are usually available. In the unlikely event that there is no or only little information on factors influencing the ratings of the asset available, the Authority would aggregate similar instruments into a portfolio to assess on this basis whether there has been a significant increase in credit risk.

In addition, the Authority considers other indicators such as adverse changes in business, economic or financial conditions that could affect the borrower's ability to meet its debt obligation or unexpected changes in the borrower's operating results. Should any of these indicators imply a significant increase in the instrument's credit risk, the Authority recognises for this instrument or class of instruments the lifetime ECL.

Classification and measurement of financial liabilities
As the accounting for financial liabilities remains largely the same under IFRS 9 compared to IAS 39, the Authority's financial liabilities were not impacted by the adoption of IFRS 9. However, for completeness, the accounting policy is disclosed below.

The Authority's financial liabilities include borrowings, trade and other payables and derivative financial instruments. Financial liabilities are initially measured at fair value, and, where applicable, adjusted for transaction costs unless the Authority designated a financial liability at fair value through profit or loss.

Subsequently, financial liabilities are measured at amortised cost using the effective interest method except for derivatives and Financial liabilities designated at FVTPL, which are carried subsequently at fair value with gains or losses recognised in profit or loss (other than derivative financial instruments that are designated and effective as hedging instruments).

Derivative Financial instruments and hedge accounting
The Authority applies the new hedge accounting requirements in IFRS 9 prospectively. All hedging relationships that were hedging relationships under IAS 39 at the 31 December 2018 reporting date meet the IFRS 9's criteria for hedge accounting at 1 January 2023 and are therefore regarded as continuing hedging relationships. Derivative financial instruments are accounted for at FVTPL except for derivatives designated as hedging instruments in cash flow hedge relationships, which require a specific accounting treatment.

To qualify for hedge accounting, the hedging relationship must meet all of the following requirements:

- there is an economic relationship between the hedged item and the hedging instrument;
- the effect of credit risk does not dominate the value changes that result from that economic relationship; and
- the hedge ratio of the hedging relationship is the same as that resulting from the quantity of the hedged item that the entity actually hedges and the quantity of the hedging instrument that the entity actually uses to hedge that quantity of hedged item.

For the reporting periods under review, the Authority did not have any hedging investments.

All derivative Financial instruments used for hedge accounting are recognised initially at fair value and reported subsequently at fair value in the statement of Financial position.

To the extent that the hedge is effective, changes in the fair value of derivatives designated as hedging instruments in cash flow hedges are recognised in other comprehensive income and included within the cash flow hedge reserve in equity. Any ineffectiveness in the hedge relationship is recognised immediately in profit or loss.

At the time the hedged item affects profit or loss, any gain or loss previously recognised in other comprehensive income is reclassified from equity to profit or loss and presented as a reclassification adjustment within other comprehensive income. However, if a non-Financial asset or liability is recognised as a result of the hedged transaction, the gains and losses previously recognised in other comprehensive income are included in the initial measurement of the hedged item.

If a forecast transaction is no longer expected to occur, any related gain or loss recognised in other comprehensive income is transferred immediately to profit or loss. If the hedging relationship ceases to meet the effectiveness conditions, hedge accounting is discontinued and the related gain or loss is held in the equity reserve until the forecast transaction occurs.

3.10 Inventory

Inventories are stated at the lower of cost and net realisable value. Cost is determined by the weighted average cost basis and includes all costs of purchase, costs of conversion and other costs incurred in bringing the inventories to their present location and condition. Net realisable value is the estimated selling price in the ordinary course of the business less any selling expenses.

3.11 Provisions

Provisions are recognised when the Authority has a present obligation (legal or constructive) as a result of a past event, it is probable that the Authority will be required to settle the obligation, and a reliable estimate can be made of the amount of the obligation.

The amount recognised as a provision is the best estimate of the consideration required to settle the present obligation at the balance sheet date taking into account the risk and uncertainties surrounding the obligation.

3.12 Employee benefits

A defined contribution plan is a post-employment benefit plan under which an entity pays fixed contributions into a separate entity and will have no legal or constructive obligation to pay further amounts. The Authority pays fixed contributions into an independent entity in relation to the State Plan. The Authority has no legal or constructive obligations to pay contributions in addition to its fixed contributions, which are recognized as an expense in the period that relevant employee services are received. The cost of gratuity and annual leave are recognized during the period in which the employee renders the related service. Accruals for employee entitlement to gratuity and annual leave represent the present obligation, which the Authority has to pay as a result of the employee services provided to the reporting date.

The Authority also has an Occupational Pension Scheme where the employee and employer make contributions at rates to be determined from time to time.

The Authority's employees are registered with the statutory medical benefits scheme National Health Insurance Scheme which is administered by the National Health Insurance Management Authority. Membership is compulsory and monthly contributions are made by both the employer and employees. The employer's contribution is charged to the income statement.

4. RISK MANAGEMENT POLICIES

The Authority's activities expose it to a variety of Financial risks: market risk (including currency risk, interest rate risk and fair value price risk), credit risk, liquidity and cash flow risks. The Authority's overall risk management programme focuses on the unpredictability of Financial markets and seeks to minimise potential adverse effects on the Authority's Financial performance. Risk management is carried out under policies approved by the Board.

4.1 Market risk

a) Foreign exchange risk

The Authority is exposed to foreign exchange risk arising from various currency exposures, primary with respect to the United States Dollar. Foreign exchange risk arises from commercial transactions, recognised assets and liabilities in the procurement of commodities for the Central Government. Management has set up a policy to manage their foreign exchange risk against their functional currency. To manage their foreign risk arising from commercial transactions and recognised asset and liabilities, the Authority ensures that it keeps adequate funds in local currency in its bank accounts. Foreign exchange risk arises when commercial transactions or recognised assets or liabilities are denominated in a currency that is not the entity's functional currency.

b) Fair value price risk

The Authority is not exposed to fair value price risk as it does not hold publicly-traded equity or commodity instrument that is subject to change in base price from the date of entering into the contract and when the contract is liquidated or right exercised.

c*) Interest rate risk*

The Authority is exposed to interest rate risk as it holds variable interest earning bank deposits and fixed interest staff loans. The Authority's interest-bearing assets are composed of deposits held with Micro Finance Zambia Limited, Zambia Industrial and Commercial Bank (ZICB).

4.2 Credit Risk

Credit risk is the risk of Financial loss to the Authority if a counterparty to a financial instrument defaults on its contractual obligations. The Authority is subject to credit risk through its trading and investing activities. The Authority's primary exposure to credit risk arises through its investment securities, cash deposits, accounts receivables and cash equivalents. The Authority evaluates counterparties for credit worthiness where credit risk arises and there are no credit ratings readily available. The counterparties for investment securities and cash equivalents are Bank of Zambia (BOZ), commercial banks and financial institutions licensed by Bank of Zambia.

The Authority holds collateral to cover its credit risk associated with accounts receivables in respect of staff loans and advances and that the credit risk is mitigated by ensuring that staff loans and advances deductions do not exceed 33% of the employee's monthly net pay.

The carrying amount of Financial assets represents the maximum credit exposure. The maximum exposure to credit risk at the reporting date was:

	2025 K	2024 K
Staff loan receivables	1 946 277	3 191 741
Other receivables	692 459	640 439
Cash and cash equivalents	63 162 895	70 227 992
	65 801 631	74 060 172

4.3 *Liquidity and cash flow risk*

Prudent liquidity management implies maintaining sufficient cash, and the availability of funding through an adequate amount of committed credit facilities. Due to the dynamic nature of the underlying businesses, management maintains flexibility in funding by maintaining availability under committed credit lines.

Management monitors rolling forecasts of the Authority's liquidity reserve and cash and cash equivalents on the basis of expected cash flow. In addition, the Authority's liquidity management policy involves projecting cash flows in major currencies and considering the level of liquid assets necessary to meet liabilities.

The table below analyses the Authority's financial assets and liabilities into relevant maturity groupings based on the remaining period at the balance sheet to the contractual maturity date. The amounts disclosed in the table are the contractual undiscounted cash flows. Balances due within 12 months equal their carrying balances as the impact of discounting is not significant.

CASHFLOW PROJECTIONS - MATURITY GROUPINGS

	On demand K	Due within 3 months K	Due between 3 – 12 months K	Due more than 12 months K	Total K
Financial assets as at 31 December 2025					
Staff loan receivables	-	-	456 975	1 489 302	1 946 277
Other receivables	-	-	692 459	-	692 459
Cash and cash equivalents	63 162 895	-	-	-	63 162 895
	63 162 895	-	1 149 434	1 489 302	65 801 631
Financial liabilities as 31 December 2025					
Accounts payables	-	-	40 267 069	-	40 267 069
Deferred income	-	-	9 365 582	-	9 365 582
	-	-	49 632 651	-	49 632 651
Liquidity gap	63 162 895	-	(48 483 217)	1 489 302	16 168 980

	On demand K	Due within 3 months K	Due between 3 – 12 months K	Due more than 12 months K	Total K
Financial assets as at 31 December 2024					
Staff loan receivables	-	-	361 738	2 830 003	3 191 741
Other receivables	-	-	640 439	-	640 439
Cash and cash equivalents	70 227 992	-	-	-	70 227 992
	70 227 992	-	1 002 177	2 830 003	74 060 172
Financial liabilities as 31 December 2024					
Accounts payables	-	-	25 551 074	-	25 551 074
Liquidity gap	70 227 992	-	(24 548 897)	2 830 003	48 509 098

ZAMBIA PUBLIC PROCUREMENT AUTHORITY

ACCOUNTING POLICIES AND NOTES TO THE FINANCIAL STATEMENTS
31 December 2025

5 NEW STANDARDS AND INTERPRETATIONS

A number of new standards, amendments to standards and interpretations are mandatory for the year ended 31 December 2025 and have been adopted by the Authority where relevant to the Authority's operations.

5.1 NEW RELEVANT STANDARDS NOT YET EFFECTIVE

There are no New Standards and Interpretations that are issued but not yet effective that will have a material effect on the Authority's operations and Financial Statements.

6 INCOME

6.1 Income mainly represents grants received from the Government of the Republic of Zambia, 40% of participation fees, rental income and other income as follows:

	2025	2024
	K	K
6.2 Analysis		
Government grant (Note 6.3 and Note 18)	50 678 334	55 030 436
World Bank grant	-	2 820 455
European Union (Note 17.2)	(1 216 108)	8 540 001
eGP training	163 250	285 850
Supplier registration fees	8 587 090	7 383 851
Consultancy and capacity building fees	505 163	601 375
Appeals by suppliers' fees	89 000	61 000
Property rentals	56 400	56 400
Profit on disposal of property and equipment	4 623	981
Sale of Solicitation Documents - 40%	2 820 880	4 521 196
Fines	443 664	-
Miscellaneous income	60 000	5 808
	62 192 296	79 307 353

	2025	2024
6.3 Government grant		
Direct grant – Ministry of Finance and National Planning (MOFNP)	69 311 089	74 670 361*
Transfer to capital grant (Note 15.2)	(22 645 512)	(23 896 380)
Transfer to deferred income Note 17.1)	(2 100 474)	-
Amortisation for the year (Note 15.1)	[illegible]	[illegible]

	2025	2024
	K	K

7 ADMINISTRATIVE EXPENSES

7.1 Analysis

	2025 K	2024 K
Software maintenance charges	10 685 054	12 409 249
Advertising and publications	879 638	1 887 393
Auditors' remuneration	550 733	126 440
Bank charges - operations	59 824	256 747
Board expenses	863 113	796 350
Commissions e-GP collections	659 240	375 391
Depreciation (Note 10.2)	6 096 180	4 255 141
e-GP Integration with IFMIS/PACRA/ZRA	1 295 719	-
Electricity and water	534 349	291 713
Fuel - Genset	897 875	-
Exhibitions	849 935	841 145
Foreign travel/ Workshops and Conferences	233 649	-
ICT back up services	388 039	5 220 596
Insurance	627 235	501 107
Internet expenses	1 695 153	2 290 608
Public Commemorations - expenses	90 481	140 260
Legal and professional fees	149 189	3 548 855
Loose tools and equipment	457 668	-
Motor vehicle expenses	1 197 240	2 056 526
MPI data collection expenses	2 203 546	2 030 143
Office rates	75 011	26 264
Other allowances (Note 7.2)	2 945 163	3 726 171
Postage and telephones	174 694	189 341
Printing and stationery	946 702	1 133 546
Repairs and maintenance	1 257 466	1 009 772
Research tools and help desk tools	377 559	-
Staff emoluments and allowances (Note 7.3)	61 080 195	60 345 430
Professional Subscriptions	-	362 096
Training expenses (capacity building)	1 252 248	2 806 202
Training expenses (Staff)	77 589	-
Travelling expenses	19 770	275 729
Subscriptions – Other	139 000	-
	98 759 257	106 902 215

7.2 Other allowances include; subsistence allowances, lunch/dinner, out of pocket, funeral expenses, medical expenses and sitting allowances- technical (procurement committee and interviews).

7.3 Staff emoluments and allowances

	2025 K	2024 K
Allowances	14 730 297	13 559 640
Basic salaries	37 134 180	37 045 505
Gratuity	721 999	796 756
Leave pay	4 051 745	4 626 069
Pension	2 440 778	2 448 720
NAPSA – Employer contribution	1 631 884	1 503 274
NHIMA – employer contribution	369 312	365 466
	61 080 195	60 345 430

7.4 The average number of employees during the year was 86 (2024: 89).

	2025 K	2024 K
8. OTHER OPERATING COSTS		
Entertainment expenses	-	38 465
General office expenses	1 535 774	1 798 027
	1 535 774	1836 492

	2025 K	2024 K
9. NET FINANCING INCOME		
Foreign exchange gain/(loss)	377 687	(64 256)
Interest received from investments	5 246 568	8 805 273
Interest received from staff loans	131 585	161 405
	5 755 840	8 902 422

10. PROPERTY AND EQUIPMENT

	Leasehold Properties ZMW	Buildings WIP ZMW	Plant and equipment ZMW	Furniture and fittings ZMW	Motor vehicles ZMW	Software WIP ZMW	Plant and equipment WIP ZMW	Total ZMW
10.1 Cost/valuation								
At 31 December 2024	32 560 898	7 225 883	28 268 644	1 666 677	6 209 060	2 960 000	-	78 891 162
Additions	11 204 383	-	6 994 129	7 000	-	4 440 000	1 147 500	23 793 012
Disposals	-	-	(28 900)	-	-	-	-	(28 900)
Transfer from WIP	7 225 883	(7 225 883)	-	-	-	-	-	-
At 31 December 2025	50 991 164	-	35 233 873	1 673 677	6 209 060	7 400 000	1 147 500	102 655 274
10.2 Depreciation								
At 31 December 2024	3 708 741	-	10 185 715	1 056 584	3 841 068	-	-	18 792 108
Charge for the year	514 589	-	4 968 552	148 400	464 639	-	-	6 096 180
Disposals	-	-	(11 849)	-	-	-	-	(11 849)
At 31 December 2025	4 223 330	-	15 142 418	1 204 984	4 305 707	-	-	24 876 439
10.3 Net book amount								
At 31 December 2025	46 767 834	-	20 091 455	468 693	1 903 353	7 400 000	1 147 500	77 778 835
At 31 December 2024	28 852 157	7 225 883	18 082 929	610 093	2 367 992	2 960 000	-	60 099 054

10.4 The Authority's buildings (Procurement House and Ibex Hill House) were revalued in 2022 by Government Valuers on the basis of an open market value. The surplus was credited to revaluation reserves. According to the Authority's Asset Management Policy, the re-valuation of property is conducted once every five years.

		2025	2024
		K	K
11.	**LOANS RECEIVABLES**		
	Long-term staff loans	1 489 302	2 830 003
12.	**INVENTORY**		
	Stationery	519 557	512 247
	Safety clothing	10 797	9 771
	Consumables	57 919	73 032
		588 273	595 050
13.	**ACCOUNTS RECEIVABLES**		
13.1	**Analysis**		
	Staff advances (Note 13.2)	456 975	361 738
	Other receivables	692 459	640 439
		1 149 434	1 002 177
13.2	**Staff advances**		
	Gross amount	456 975	361 738
	Less: Provision for expected credit losses	-	-
		456 975	361 738
14.	**CASH AND CASH EQUIVALENTS**		
14.1	**Analysis**		
	Cash and bank balances (Note 14.3)	40 313 680	30 380 215
	Short-term deposits (Note 14.2)	22 849 215	39 847 777
		63 162 895	70 227 992
14.2	**Short term fixed deposits**		
	Micro Finance Zambia Limited	3 685 232	10 624 769
	Zambia Industrial and Commercial Bank	19 163 983	29 223 008
		22 849 215	39 847 777
14.3	**Cash and bank balances**		
	Zambia National Commercial Bank (Loan Revolving)	12 795	248 694
	Zambia National Commercial Bank (Tender Sales)	1 027 722	2 863 326
	Standard Chartered Bank	14 475 538	18 504 349
	Absa Bank	91 316	105 405
	Petty Cash	5 000	875
	Zanaco Dollar	38 721	49 246
	Zambia National Commercial Bank (SPPSFED Project)	-	503
	ZICB Collections	24 662 588	8 607 817
		40 313 680	30 380 215

		2025 K	2024 K
15.	**CAPITAL GRANT**		
15.1	**Analysis**		
	Opening balance	52 487 311	32 260 844
	Additions during the year (Note 15.2)	23 793 012	24 482 922
	Amortisation for the year (Note 10)	(6 096 180)	(4 255 141)
	Released to income statement	(17 051)	(1 314)
	Closing balance	70 167 092	52 487 311
15.2	**Additions to the Capital Grant**		
	Government grant (Note 6.3)	22 645 512	23 896 380
	German Corporation for International Corporation Zambia (Note 6.4)	1 147 500	586 542
		23 793 012	24 482 922

16. ACCOUNTS PAYABLES

		2025 K	2024 K
16.1	**Analysis**		
	Trade payables	4 657 955	5 096 850
	Provisions	10 050 237	4 734 716
	Other accruals	25 558 877	15 719 508
		40 267 069	25 551 074

16.2 Trade payables include outstanding amounts to European Dynamics and other suppliers, provisions include, provision for leave pay, gratuity and other payables, retention fee for the annex building and solar and other accruals include sale of solicitation fee and PAYE.

17. DEFERRED INCOME

17.1 Analysis

Deferred income represents amounts received in advance for activities that had not been completed as at 31 December 2025. These amounts will be recognized as income in 2026 as the related activities are undertaken.

	2025 K	2024 K
Ministry of Finance – MPI offline software and related activities (Note 6.3)	2 100 474	-
European Union (EU) funding – Integration of e-GP with IFMIS	7 265 108	-
	9 365 582	-

17.2 EU Funding

	2025 K	2024 K
Received during the year	6 049 000	-
Less: Deferred income (Note 17.1)	(7 265 108)	-
	(1 216 108)	-

17.3 The deferred income for 2025 includes funding received in December 2024. The deferred income for 2024 has been shown as a negative for reporting purposes and will be recognised and matched with expenditure once the activity is undertaken.

18. RELATED PARTY TRANSACTIONS

The Zambia Public Procurement Authority is a regulatory body which was created by an Act of Parliament, Public Procurement Act No. 8 of 2020 (as amended by the Public Procurement (Amendment) Act No. 17 of 2023).

During the year the following transactions occurred: -

Grants from the Government of Republic of Zambia		
Direct grant – MOFNP	69 311 089	74 670 361
Transfer to capital grant	(22 645 512)	(23 896 380)
Transfer to deferred income	(2 100 474)	-
Amortisation for the year	6 096 180	4 255 141
Released to income statement	17 051	1 314
	50 678 334	55 030 436

Director's remuneration		
Authority allowances – Board/Committees	826 050	796 350
Authority allowances – Technical (PC, Interviews)	124 125	26 600
	950 175	822 950

19. TAXATION

The Authority is exempt from taxation under the Income Tax Act Section 5 (i) of Part III Second Schedule of Chapter 323 of the Laws of Zambia.

20. CAPITAL DISCLOSURE

The Authority is financed mainly through Government grants. It neither has debt nor subordinated instruments. The Authority's objective in managing capital are:

- to meet its objectives as set in the Public Procurement Act No. 8 of 2020 (as amended by the Public Procurement (Amendment) Act No. 17 of 2023); and
- to meet obligations as and when they fall due.

21. COMMITMENTS

There were no capital commitments as at 31 December 2025. (2024: Nil).

22. CONTINGENT LIABILITIES

There were no contingent liabilities as at 31 December 2025. (2024: Nil)

23. COMPARATIVE FIGURES

Comparative figures are restated where necessary to afford a reasonable comparison.

24. EVENTS SUBSEQUENT TO THE STATEMENT OF FINANCIAL POSITION DATE

There has not arisen since the end of the Financial year any item, transaction or event of a material and unusual nature likely, in the opinion of the Directors, to affect substantially the operations of the Authority, the results of those operations or the state of affairs of the Authority in subsequent Financial years.

APPENDICES

Appendix 1: Technical Committee

S/N	NAME	INSTITUTION/ASSOCIATION	POSITION
1.	Eng. Charity K. Chola	Engineering Institution of Zambia	Chairperson
2.	Mr. Musokotwane Sichizuwe	Ministry of Commerce, Trade and Industry	Member
3.	Eng. James Njolomba	Zambia Institute of Purchasing and Supply	Member
4.	Eng. Wallece Mumba	Engineering Institution of Zambia	Member
5.	Eng. Rachael Zimba	Information and Communication Technology of Zambia	Member
6.	Ms. Gloria Ngoma	ZPPA	Ex officio
7.	Ms. Mwaka Ndhlovu	ZPPA	Secretary

Appendix 2: Finance and Administration Committee

S/N	NAME	INSTITUTION/ ASSOCIATION	POSITION
1.	Mrs. Milika Nyirongo Musonda	Ministry of Finance and National Planning	Chairperson
2.	Mrs. Mumbi Kandeke Mwila	Bank of Zambia	Member
3.	Ms. Pamela Sibanda	SCPM Legal Practitioners	Member
4.	Mr. Innocent Kolala	Zambia Institute of Human Resource Management	Member
5.	Mr. Joseph N. Ngulube	Zambia Institute of Chartered Accountants	Member
6.	Ms. Gloria Ngoma	ZPPA	Ex officio
7.	Ms. Mwaka Ndhlovu	ZPPA	Secretary

Appendix 3: Risk and Audit Committee

S/N	NAME	INSTITUTION/ASSOCIATION	POSITION
1.	Mrs. Theresa Mubutu Liswaniso Kampata	Ministry of Justice (Attorney General's Chambers)	Chairperson
2.	Mrs. Rose. G.K. Malila-Phiri	Zambia Institute of Chartered Accountants	Member
3.	Mr. David Kajokoto	Institute of Internal Auditors -Zambia	Member
4.	Mr. Moonga Mumba	Information Systems Audit and Control Association	Member
5.	Mr. Mwandu Nsama	Law Association of Zambia	Member

Appendix 4: Procuring Entities Assessed in 2025

No.	Procuring Entity	Assessment Score (%)	Compliance Classification
1.	Ndola Girls National Stem Secondary School	22.04	Non-Compliant
2.	Monze Secondary School	22.7	Non-Compliant
3.	Chiwala Provincial Stem Secondary School	23.21	Non-compliant
4.	Bwacha Secondary School	23.96	Non-compliant
5.	Chizongwe Secondary Technical School	26.14	Non-compliant
6.	Hilcrest National STEM Secondary School	30.8	Non-Compliant
7.	Kikombe Secondary School	33.9	Non-compliant
8.	Kansenshi Secondary School	35.48	Non-compliant
9.	Kambole Provincial STEM Secondary School	36.61	Non-Compliant
10.	Solwezi Technical Secondary School	36.78	Non-compliant
11.	Kasama Boys Secondary School	39.83	Non-Compliant
12.	Kitwe District Education Board Secretary	44.7	Non-compliant
13.	Lusaka Business Technical College	50.95	Fairly Compliant
14.	Mansa Trades Training Institute	53.28	Fairly Compliant
15.	Legal Aid Board	56.34	Fairly Compliant
16.	Isoka Boys Secondary School	58	Fairly Compliant
17.	Provincial Education Office -Lusaka	59.8	Fairly Compliant
18.	Shiwang'andu Town Council	61.81	Fairly compliant
19.	Business Regulatory Review Agency of Zambia	61.81	Fairly Compliant
20.	Public Service Management Division	62.68	Fairly Compliant
21.	Kasama Municipal Council	62.69	Fairly Compliant
22.	Mpongwe Town Council	63.89	Fairly Compliant
23.	Mulungushi International Conference Centre	65.66	Substantially Compliant
24.	Masaiti Town Council	66.64	Substantially Compliant
25.	Monze Town Council	66.75	Substantially Compliant
26.	Zambia Daily Mail Newspaper	67.11	Substantially Compliant
27.	Luwingu Town Council	67.34	Substantially Compliant
28.	HIV/AIDS STI TB Council	67.95	Substantially Compliant
29.	Livingstone City Council	69.5	Substantially compliant
30.	Ministry of Small and Medium Enterprises	70	Substantially Compliant
31.	National Museums Board	70.74	Substantially Compliant
32.	Luapula Water and Sanitation Company	71.1	Substantially Compliant

No.	Procuring Entity	Assessment Score (%)	Compliance Classification
33.	Lumezi Town Council	72.3	Substantially Compliant
34.	Chibombo Town Council	72.77	Substantially compliant
35.	Mafinga Town Council	72.99	Substantially Compliant
36.	Lundazi Town Council	73.6	Substantially Compliant
37.	Kazungula Town Council	73.78	Substantially compliant
38.	Nakonde Town Council	73.93	Substantially compliant
39.	Nalolo Town Council	75.49	Substantially Compliant
40.	Mongu Municipal Council	75.5	Substantially Compliant
41.	University Teaching Hospital – Adult Hospital	76.09	Substantially Compliant
42.	Choma Municipal Council	77.38	Substantially compliant
43.	Emoluments Commission	77.69	Substantially Compliant
44.	Mwense Town Council	78.67	Substantially Compliant
45.	University Teaching Hospital – Eye Hospital	79.26	Substantially compliant
46.	Mwansabombwe Town Council	79.57	Substantially Compliant
47.	Isoka Town Council	82	Compliant
48.	Kalulushi Municipal Council	82.49	Compliant
49.	Zambia Flying Doctors	82.94	Compliant
50.	Limulunga Town Council	83.49	Compliant
51.	Provincial Administration – Northwestern Province	86.44	Compliant
52.	Ministry of Green Economy and Environment	87.35	Compliant

Key	
0 – 49%	Non-compliant
50 – 64%	Fairly compliant
65 – 79 %	Substantially compliant
80 – 99%	Compliant
100%	Fully compliant

Appendix 5: Findings from Compliance Assessments undertaken in 2025

No.	Performance Area	Findings	Implication of non-compliance	Recommendations
1.	Staffing	Only twenty-two (22) out of fifty-two (52) PEs (42%) had their PU structures fully filled.	Inadequate staffing leads to inefficiencies, delays in the procurement cycle, and increased risk of errors or oversight due to overburdened personnel.	The non-compliant PEs must ensure their PU structures are fully filled to enable efficient and effective execution of duties.
		Twenty-six (26) out of fifty -two (52) PEs (50%) had officers in the PUs who were fully paid-up members of ZIPS and presented valid practising licences.	Procurement conducted by non-certified professionals risks non-compliance with professional standards, potentially leading to flawed processes and a lack of accountability.	The non-compliant must ensure that all officers undertaking procurement functions hold and maintain valid ZIPS membership and practising licences.
		Only twenty-three (23) out of fifty -two (52) PEs (44%) had fully qualified officers heading their PUs.	Without a qualified head of PU, the PU lacks strategic direction and expert oversight, increasing the likelihood of procedural non-compliance and poor decision-making.	Heads of PUs must possess the minimum required qualifications (CIPS Level 6 or a bachelor's degree in Purchasing and Supply). Non-compliant PEs were advised to rectify this immediately.
		Only twenty- six (26) out of fifty-two (52) PEs (50%) had communicated changes in the membership of their PC to the Authority.	The Authority cannot effectively monitor committee composition or provide guidance if changes are not communicated, potentially leading to an improperly constituted PC making invalid decisions.	The non-compliant PEs must ensure that all changes in PC membership are formally communicated to the Authority as required, to ensure proper oversight and compliance.
		Only eleven (11) out of fifty -two (52) PEs (21%) had a valid tenure of office for their appointed PC members.	PC members serving on an expired or invalid tenure can render all procurement decisions made by that committee null and void, exposing the PE to legal and financial risks.	The non-compliant PEs must ensure that the tenure of office for all PC members is current and valid in accordance with the established term limits.
		Only thirty-seven (37) out of fifty-two (52) PEs (71%) had their external PC members vetted by the Office of the President, Special Division, for Security Clearance.	Failure to vet external members poses a significant security risk to the entity and the nation, potentially allowing individuals with conflicting interests or security concerns to influence sensitive procurement decisions.	The non-compliant PEs must ensure that all external PC members are vetted and receive security clearance from the relevant authority before appointment.

No.	Performance Area	Findings	Implication of non-compliance	Recommendations
2.	Procurement Process	Only five (5) out of (52) fifty – two PEs (10%) were consistently using and retaining all key procurement documentation (PRs, analysis sheets, RFQs, GRNs).	Lack of proper documentation violates Regulation 16 of the PPR, undermines audit trails, and makes it impossible to justify or review procurement decisions, leading to a loss of transparency and accountability.	The non-compliant PEs must ensure that all procurement documentation is consistently used, properly completed, and securely kept, in line with Regulation 16 of the PPR.
		Only five (5) out of fifty -two (52) PEs (10%) awarded low-value procurements (using simplified bidding) based on a comprehensive evaluation (technical and fiscal), rather than price alone.	Awarding based solely on price, without considering technical merit, fails to achieve value for money and may result in the procurement of inferior goods or services.	The non-compliant PEs must ensure that evaluation for simplified bidding consider preliminary, technical, and fiscal aspects to arrive at the lowest technically acceptable offer and ensure value for money.
		Only ten (10) out of fifty-two (52) PEs (19%) had evidence that contract managers were formally appointed.	Without a formally appointed contract manager, contract performance is not actively monitored, increasing the risk of poor supplier performance, delayed deliveries, and undetected breaches of contract terms.	Non-compliant PEs must ensure contract managers or management teams are appointed in accordance with section 76 of the PPA and Regulation 213 of the PPR. Their specific roles and functions must be clearly outlined in their letters of appointment.
		Thirty-seven (37) out of fifty -two (52) PEs (71%) were inconsistent in referring to the MPI and conducting PRAs, contrary to section 12 of the PPA.	Failure to conduct PRA using the MPI can lead to the acceptance of inflated prices, resulting in financial loss and failure to achieve value for money.	The non-compliant PEs must comply with section 12 of the PPA by consistently referring to the MPI and conducting a PRA for all relevant procurements.
		Only seventeen (17) out of fifty -two (52) PEs (33%) were consistently using PRs to initiate procurements.	Initiating procurements without a formal PR bypasses the established internal controls, budget verification, and authorization process, which can lead to unauthorized or unbudgeted expenditure.	Non-compliant PEs must ensure all procurements are initiated using a PR, in line with Regulation 63(1) of the PPR. End users must document all requirements in the PR.
		Forty-five (45) out of fifty-two (52) PEs (87%) had no instances of end-user interference in the procurement process.	End-user interference compromises the independence of the PU, can lead to biased specifications, and may contravene the principles of fairness, transparency, and competition.	The non-compliant PEs must ensure procurements are conducted solely by the PU as per section 32(1) of the PPA, and that end users adhere strictly to their defined functions as outlined in section 33.
		Only twenty-five (25) out of (52) fifty- two PEs (48%) had committed funds before proceeding to award a contract.	Proceeding to award a contract without first committing funds creates a liability for the entity without assurance of payment, which is a breach of financial regulations and can lead to contract disputes and non-payment.	The non-compliant PEs must ensure funds are committed before proceeding to award a contract, in line with Regulation 179 of the PPR, once a contract award decision has been made by the approving authority.

No.	Performance Area	Findings	Implication of non-compliance	Recommendations
3.	Reporting	Only twenty-four (24) out of fifty- two (52) PEs (46%) were compliant with the submission of the required reports to the Authority.	Non-submission of reports prevents the Authority from effectively monitoring PE performance, identifying systemic issues, compiling national procurement statistics, and hindering its oversight mandate.	The non-compliant PEs must ensure that all reports required by the Authority are submitted accurately and on time, pursuant to Regulation 6 of the PPR, and relevant ZPPA Circulars.
4.	Resources and Equipment	Only fourteen (14) out of fifty- two (52) PEs (27%) had adequate office equipment (computers, printers, etc) and reliable access to a motor vehicle for the P U.	A lack of basic resources and equipment severely hampers the efficiency of the PU, leading to delays in processing procurements, poor record-keeping, and an inability to conduct essential functions like market visits and contract inspections.	The non-compliant PEs must provide the PUs with adequate office equipment and ensure reliable access to transport to enhance operational efficiency.
5.	e-GP System	Only twenty-one (21) out of fifty-two (52) PEs (40%) had the necessary internet connectivity and ICT equipment to effectively use the e-GP System.	Inadequate ICT infrastructure prevents PEs from fully utilizing the e-GP System, leading to continued manual processing, reduced transparency, and an inability to benefit from the system's efficiencies. This also hinders the nation's overall e-procurement goals.	The non-compliant PEs must urgently provide the necessary ICT equipment and ensure stable internet connectivity to enable the PU to effectively operate within the e-GP System.

Appendix 6: Procurement Audits undertaken in 2025

SN	Name of Institution Audited	Nature of Audit	Date of Audit
1	Industrial Development Corporation	New (2023 to 2024)	27th January to 7th February 2025
2	Luapula Provincial Administration Office	Follow-up (2023 to 2024)	17th to 28th February 2025
3	National Pension Scheme Authority	Follow-up (2023 to 2024)	17th to 28thMarch 2025
4	Infratel Corporation Limited	Follow-up (2023 to 2024)	7thto 24thApril 2025
5	Zimba Town Council	New (2023 to 2024)	2nd to 10th June 2025
6	Ministry of Foreign Affairs and International Cooperation	Follow-up (2023 to 2024)	14th to 25th July 2025
7	Zambia Information and Communications Technology Authority	New (2023 to 2024)	11th to 22nd August 2025
8	Mukuba University	New (2023 to 2024)	25th September to 3rd October 2025
9	National Health Insurance Management Authority	New (2023 to 2024)	17th to 28th November 2025
10	Water Resources Management Authority	New (2023 to 2024)	19th December 2025 to 2nd January 2026

Appendix 7: Appeals

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
1.	Zambia Revenue Authority (ZRA).	Tender for the Provision of Banking Services for a Contract Period of Three Years – Tender No. ZRA/OBN/012/2024.	Zambia National Commercial Bank (ZANACO) appealed against ZRA's decision to disqualify it from Lots 1, 2, 3, and 4. ZANACO argued that while the e-GP System indicated it had not submitted bids on the lots, ZANACO had in fact submitted bids for all four (4) lots.	The Authority established that ZANACO only uploaded documents into the tender preparation tool and ultimately submitted a bid for Lot 5 only. Therefore, ZANACO was not eligible for consideration on the other lots. Pursuant to section 100(5)(a) of the PPA, the appeal was dismissed. ZRA was directed to proceed with the procurement process.	Concluded.
2.	ZRA.	Tender for the Provision of Banking Services for a Contract Period of Three Years – Tender No. ZRA/OBN/012/2025.	Access Bank Zambia Limited (ABZL) alleged that ZRA failed to provide it with a proper debriefing of the tender results.	The Authority found that ABZL's bid was correctly disqualified due to: (i) submission of a Tax Clearance Certificate belonging to Atlas Mara, not ABZL; and (ii) submission of a Power of Attorney without a specimen signature, contravening ITB 11.1(f) of the Solicitation Documents (SDs). Further, the Authority confirmed that a debriefing had been provided. Pursuant to section 100(5)(a) of the PPA, the appeal was dismissed. ZRA was directed to proceed.	Concluded.

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
3.	Bank of Zambia (BoZ).	Tender for Provision of Property Maintenance Services at BoZ Head and Regional Offices on a One-Year Running Contract- Tender No. BoZ/HQ/ONB/01/2024.	Goolzef Investments Limited appealed against the Bank's decision to disqualify its bid during technical evaluation based on a history of alleged non-performance, which the appellant alleged inaccurate and unjustified.	Pursuant to section 100(5) of the PPA, the Authority upheld the appeal. The claim of non-performance on a prior contract for car port shade installation could not be substantiated, as there was no record of BoZ terminating that contract for poor performance. Pursuant to Regulation 249(2)(a) of the PPR, BoZ was directed to re-evaluate the tender.	Concluded.
4.	ZESCO Limited.	Tender for the Supply and Delivery of Fuse Links and Fuse Elements-Tender No. ZESCO/034/2024.	Direct Material Supplies Limited appealed against ZESCO's decision to fail their bid for Lot 3, stating that their quoted price was lower than the winning bidder's.	The appeal was withdrawn by the appellant.	Withdrawn.
5.	Ministry of Agriculture (MoA).	Tender for Consulting Services for the Development of the Irrigation Master-Plan Tender No. MoA/PSU/CS/OIS/004/2024.	KCM Green Limited complained that the Ministry failed to provide a ten (10) - day notice before the opening of financial proposals.	The Authority clarified that the ten (10) - day notice period was not required before opening financial proposals. However, the Ministry breached Clause 23.1 of the Request for Proposals by returning KCM Green's financial proposal before completing the selection process. Two (2) of the three (3) appeal grounds were dismissed, and one (1) was partially upheld. The remedies sought were not granted.	Concluded.

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
6.	MoA.	Tender for the Comprehensive Farm Block Development Strategy and Farm Block Specific Investment Plans- Tender No. MoA/PSU/CS/OIS/001/2024.	KCM Green Limited complained against the Ministry's failure to provide a (10) ten - day notice before the opening of financial proposals.	In a parallel decision to Case No. 5 above, the Authority found that the ten (10) day notice before opening financial proposals, was not mandatory. However, the Ministry breached Clause 23.1 of the Request for Proposals by returning KCM Green's financial proposal prematurely. While two (2) of the three (3) appeal grounds were dismissed, one (1) was partially upheld, and the remedies sought were not granted.	Concluded.
7.	University of Zambia (UNZA)	Tender for the Waterproofing Works of Special Collection (Lot 1) and Central Registry (Lot 2) at UNZA Great East Road Campus – Tender No. UNZA/PSU/LIB/REG/004/2024.	Build at Home Investments Limited appealed against the tender process for the waterproofing works.	Pursuant to section 100(5)(a) of the PPA, the Authority upheld the appeal related to this tender. However, the decision and remedy granted pertained to a different appellant (Fraimwa Construction) in a related case (see Case No. 8). The remedy sought by Build at Home Investments Limited is not specified in this entry.	Concluded.
8.	Levy Mwanawasa Medical University (LMMU).	Tender for the Proposed Works for the Supply and Installation of Clear View Fence Panels-Tender No. LMMU/WS/43/2024.	Fraimwa Construction and General Dealers alleged that LMMU incorrectly disqualified its bid because it failed to provide proof of experience in similar contracts.	Pursuant to section 100(5)(a) of the PPA, the Authority upheld the appeal, However, pursuant to Regulation 249(1)(d) and (f), the remedy sought could not be granted because the contract had already been signed with the winning bidder, and an advance payment was made.	Concluded.

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
9.	Zambia National Public Health Institute (ZNPHI).	Tender for the Supply and Delivery of Mobile Phones, Laptops, and Desktops for the Sample Based Mortality Surveillance System-Tender No. ZNPHI/ORD/09/ 2024/86146/ 2/286/2024.	Vendeta Consortium Limited appealed against the tender process. The details of its specific ground of appeal were not fully provided in the source text, but the decision refered to an electronic reverse auction and evaluation criteria.	The Authority established that ZNPHI did not introduce any new evaluation criteria, as the items that the appellant claimed were missing (nominal capital, annual returns), were not part of the SD. The appeal ground was also found to be based on an unrelated matter (electronic reverse auction). Pursuant to section 100(5)(a) of the PPA, the appeal was dismissed. ZNPHI was advised to proceed with the tender.	Concluded.
10.	Mulonga Water and Sanitation Company (MWSC).	Tender for the Supply and Delivery of Water Treatment Chemicals- Tender No. MWSC/ ONB/08/24.	Portland Commodities Limited appealed against MWSC's decision to retender the contract after the company had been informed that it was successful and that the contract was sent to the Attorney General for approval.	The Authority upheld the appeal in part. MWSC was directed to proceed lawfully by signing the contract that had already been approved by the Attorney General, thereby nullifying the decision to retender.	Concluded.
11.	Kazungula Town Council (KTC).	Tender for the Construction of Twenty (20) Spray Races in Various Wards of Katombola Constituency-Tender No. KZTC/PSU/ CDF/14/LOT2/24.	Netsim Solutions and Logistics alleged that KTC failed its bid based on unstated criteria (historical non-performance and pump testing operator requirements) that were not specified in the SD.	Pursuant to section 100(5)(a) of the PPA, the Authority dismissed the appeal. The appellant failed to adhere to the requirements that were stated in the SD. The remedies sought were not granted.	Concluded.

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
12.	Lupososhi Town Council (LTC).	Tender for the Construction of a 1x2 Classroom Block at Lundu Primary School – Tender No. LTC/CDF/SDSD 01/24.	Ricia General Dealers alleged that LTC disqualified its bid because the price was too low.	The Authority found that the LTC misapplied Regulation 105(5) of the PPR. A bid can only be rejected or considered abnormally low after following a prescribed procedure to verify its viability. By failing to do so, the Council's decision was improper. Pursuant to section 100(5) of the PPA, the appeal was upheld. Pursuant to Regulation 249(2)(a) of the PPR, LTC was directed to re-evaluate the tender.	Concluded.
13.	Electoral Commission of Zambia (ECZ).	Tender for the Supply and Delivery of Voter Registration Equipment and Materials - Tender No. ECZ/IOB/0021 2024.	Bridging Gap Solutions (BGS) alleged that ECZ should have corrected arithmetic errors in its bid at the financial evaluation stage instead of disqualifying it.	The Authority observed that correcting the alleged errors would have fundamentally changed the substance and price of the bid, which is prohibited under Regulation 101(3) of the PPR. Both grounds of appeal were dismissed. However, due to other unrelated observations made during the review, the Authority, pursuant to Regulation 249(2)(a) and (d) of the PPR, ordered the termination of the entire procurement proceedings.	Concluded.

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
14.	ECZ.	Tender for the Supply and Delivery of Voter Registration Equipment and Materials – Tender No. ECZ/IOB/0021 2024.	Smartmatic International Holding alleged that ECZ incorrectly disqualified its bid for non-compliance with a requirement to partner with a citizen-owned company.	The Authority observed multiple errors made by ECZ that included issuing a clarification not in line with section 39 of the PPA, and introducing due diligence criteria after tender closing, contrary to section 60 of the PPA and Regulation 89 of the PPR. While the appeal ground was upheld pursuant to section 100(a) of the PPA, the remedies sought could not be granted because the appellant was statutorily ineligible under section 39(5) and (6) of the PPA (not partnering with a citizen-owned company).	Concluded.
15.	Ministry of Community Development and Social Services (MCDSS).	Tender for the Supply and Delivery of 59,000 T-Shirts -Tender No. MCDSS/SCT/012/24.	Waprina Investment Limited alleged that MCDSS re-advertised the tender without notifying bidders of the cancellation.	The Authority established that MCDSS breached section 69(2)(b) of the PPA by cancelling the tender and re-advertising without proper notification. The appeal was upheld, but the remedy sought (presumably award of contract) was not granted as the bids had already expired. Pursuant to section 105(4)(a) of the PPA, the Authority recommended disciplinary proceedings against the Head of Procurement for the breach.	Concluded.

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
16.	Zambia Medicines and Medical Supplies Agency (ZAMMSA).	Tender for the Supply, Delivery, Distribution, and Installation of Laundry, Kitchen, and Dental Equipment- Tender No. EGP. 32830/32 /2/171/24.	Zango Health Care Limited alleged that the Evaluation Committee introduced criteria that were not provided in the SD.	The Authority dismissed the appeal in part. For Lot 1 and Lot 3, ZAMMSA was on firm ground in declaring Zango's bid non-responsive. However, for Lot 2 (Laundry Equipment), the disqualification lacked sufficient justification. Therefore, ZAMMSA was directed to re-evaluate bids for Lot 2 only.	Concluded.
17.	ECZ.	Tender for the Supply and Delivery of Voter Registration Equipment and Materials - Tender No. ECZ/ IOB/00212024.	Mushipe and Associates (represented by Laxton Limited) alleged that ECZ erred when it unlawfully cancelled the contract award after issuing a Notice of Award.	Pursuant to Regulation 248(3)(a) of the PPR, the Authority dismissed the appeal, stating that the cancellation was not unlawful. The remedies sought were not granted.	Concluded.
18.	ZAMMSA.	Tender for the Supply, Delivery, Distribution, Installation of Laundry, Kitchen, and Dental Equipment- Tender No. EGP. 32830/3 2/2/171/24.	Daphen General Dealers Limited appealed against ZAMMSA›s decision to disqualify it on Lot 2, arguing that its bid conformed to the technical specifications, particularly for the 100kg washing machine.	Pursuant to section 100(5)(a) of the PPA, the Authority upheld the appeal, and the remedies sought were granted. Pursuant to Regulation 249(2)(a), ZPPA directed ZAMMSA to re-evaluate bids for all three (3) lots.	Concluded.
19.	Kalulushi Municipal Council (KMC).	Tender for the Procurement, Supply, and Delivery of One (1) Brand New Drilling Rig-Tender No. KMC/PSU/LGF/ RIG/EK/2/25.	Skymark General Dealers appealed against KMC›s decision to regard its attached proof of similar works as insufficient during technical evaluation.	The Authority dismissed the appeal. KMC was advised to proceed with the procurement process. However, due to observations made, the Authority recommended disciplinary action against the procurement officer pursuant to section 105(4)(a) of the PPA.	Concluded.

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
20.	Nyimba Town Council (NTC).	Tender for the Construction of a Classroom Block at Katuba Primary School-Tender No. NTC/OBN/KPS/CDF/02/25.	Charlex Investment Limited appealed against NTC's decision to disqualify it for allegedly failing to submit a ZRA Tax Clearance Certificate, claiming the document was submitted.	The Authority established that NTC did not violate sections 55 and 57 of the PPA during evaluation and award. Pursuant to section 100(5)(a) of the PPA and Regulation 248(3) of the PPR, the appeal was dismissed. NTC was advised to proceed with the procurement.	Concluded.
21.	Kafue Gorge Lower Power Development (KGL) Limited.	Tender for the Provision of Cleaning Services-Tender No. KGL/154/2025.	Brikei General Dealers appealed against KGL's decision to disqualify it for stating a two-year suspension period in its bid, while KGL's Bid Securing Declaration stated a period of three (3) years.	The Authority established that the Bid Securing Declaration Form used by KGL did not conform to the prescribed Form V under Regulation 88(2) of the PPR. Furthermore, determining bidder suspension periods is the sole preserve of the Authority under sections 95 and 96 of the PPA. Pursuant to Regulation 249(2)(a) and (b) of the PPR, KGL was directed to re-evaluate bids without considering suspension periods stated in bidder-submitted forms.	Concluded.
22.	Ndola City Council (NCC).	Tender for Rehabilitation of an Ablution Block at Kawama Market, Chifubu Constituency-Tender No. NCC/DES/PSU/CH/CWD/02/25-12.	Hasmac Investment Limited alleged that NCC introduced evaluation criteria that were not specified in the SD.	Pursuant to Regulation 248(3) of the PPR, the Authority upheld the appeal and granted the remedy sought. NCC was directed to re-evaluate the bids using only the criteria stated in the SD. Pursuant to section 105(4)(a) of the PPA, the Authority recommended disciplinary proceedings against the Head of Procurement and the Town Clerk for violating the PPA.	Concluded.

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
23.	Lunte Town Council (LTC).	Tender for the Construction of a Dormitory/Ablution Block at Lunte Girls Technical School-Tender No. LTC/DES/PSU/CDF/DOR/12/12/24.	(Brigs Business Enterprises Limited) challenged LTC›s decision to disqualify it, arguing that it had submitted both the Workers' Compensation Fund Control Board Certificate and the site visit certificate as required.	The Authority upheld the appeal ground. However, it was observed that the appellant was not the best-evaluated bidder. Pursuant to Regulation 249(2)(a) and (b) of the PPR, LTC was directed to re-evaluate all bids with strict adherence to the criteria provided in the SD.	Concluded.
24.	Ministry of Local Government and Rural Development (MLGRD).	Tender for the Completion of the Construction of Chinsali Bus Station-Tender No. MLGRD/GRZ/W/004/2025.	Trymate Zambia Limited appealed against MLGRD's failure to engage it to substantiate its price as required by Regulation 105(5) and (6) of the PPR.	Pursuant to section 100(5)(a) of the PPA, the Authority upheld the first appeal ground (regarding price substantiation) and granted the remedy, while the second ground was dismissed. The Ministry was directed to re-evaluate the tender in accordance with section 100(5)(c) of the PPA.	Concluded.
25.	Zambia Telecommunications Company Limited (ZAMTEL).	Tender for the Provision of Security Services on a Three-Year Framework Agreement-Tender No. ZT/TD/CSS/0051/2024.	Control Seven Security Services (CSSL) alleged that ZAMTEL scheduled a debrief the same day the Notice of Best Evaluated Bidder (NBEB) closed, denying it the right to appeal. CSSL further alleged that its price was very competitive.	The Authority established that CSSL's bid was deemed non-responsive at the commercial stage and was not eligible for price comparison. ZAMTEL did not violate section 60(5) of the PPA and fulfilled its debrief obligation, which the appellant chose not to attend. All three (3) appeal grounds were dismissed, and the remedies sought were not granted.	Concluded.

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
26.	Mufulira Municipal Council (MMC).	Tender for the Supply and Delivery of a Motor Grader and Tipper Truck -Tender No. MMC/DES/PSU/CDF/EME/TT/GM/03/25-04.	Camco Equipment (Z) Limited appealed against procedural and substantive irregularities in the award of the tender.	Pursuant to section 100(5)(a) of the PPA, the Authority dismissed five (5) of the six (6) appeal grounds. One (1) appeal ground was upheld, but the remedies sought were not granted. ZPPA directed MMC to re-evaluate the tender in line with section 100(5)(c) of the PPA.	Concluded.
27.	Evelyn Hone College (EHC).	Tender for the Provision of Physical Security Services on a One-Year Running Contract-Tender No. ONB/EHC/HR&ADM/PSU/2/2025.	Control Seven Security Services (CSSL) appealed against EHC's decision to declare its bid non-responsive based on unsatisfactory past performance with the College.	The Authority upheld the appeal and granted the remedy sought. ZPPA directed Evelyn Hone College to re-evaluate the tender in accordance with the SD, the PPA and PPR.	Concluded.
28.	Serenje Town Council (STC).	Tender for the Paving of the Two-Centre Station in the Central Business District-Tender No. STC/ZDSP/PAVCD24.	Alende Engineering and Civil Construction appealed against the decision by Serenje Town Council to disqualify it, claiming it had submitted its bid as per the SD.	Both appeal grounds were dismissed, and the remedy sought was not granted. However, pursuant to Regulation 249(2)(a) and (d) of the PPR, the Authority directed Serenje Town Council to terminate the procurement proceedings.	Concluded.
29.	Ndola City Council (NCC).	Tender for the Construction of Mitengo Clinic Adjacent to Mitengo Police Post, Chifubu Constituency-Tender No. NCC/PSU/CDF/CH/CWD/03/25-12	Ladstar Enterprises Limited appealed against the lack of clarity in the debrief provided by Ndola City Council.	The Authority upheld the appeal on the basis that the Council failed to withdraw an erroneous debrief letter. ZPPA directed the Council to re-evaluate the bids for the tender.	Concluded.
30.	ZAMMSA.	Tender for the Supply, Delivery, Distribution, Installation, and Commissioning of Laundry, Dental, and Kitchen Equipment-Tender No. 32830/32 /2/171/24.	Daphen General Dealers appealed against ZAMMSA's decision to consider its bid non-responsive because the Manufacturer's Authorization was not as prescribed.	The Authority dismissed the appeal. The remedies sought were not granted.	Concluded.

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
31.	Samfya Town Council (STC).	Tender for the Construction of a 1x3 Classroom Block at Pwele Primary School- Tender No. 20230/ 1/29/ 2025.	Rufe General Dealers appealed against STC's decision to award the tender to Muhama General Dealers.	The Authority found that Rufe General Dealers did not meet the specified financial resource criteria. The appeal was dismissed in its entirety.	Concluded.
32.	ECZ.	Tender for the Supply, Delivery, Installation and Commissioning of an Automated Biometric Identification System (ABIS)-Tender No. ECZ/OIB/001/ 2025.	Genkey Solutions B.V. complained against ECZ, alleging unfair evaluation and the subsequent cancellation of the tender.	Pursuant to Regulation 249(2)(a) and (b) of the PPR, the Commission was directed to re-evaluate the tender and proceed in a lawful manner.	Concluded.
33.	National Pensions Scheme Authority (NAPSA).	Tender for the Provision of Physical Security Services at Various NAPSA Properties on a One-Year Running Contract, Subject to Review and Renewal for Another Year Based on Satisfactory Performance- Tender No. NAPSA / DHRA/ 24/24.	Control Seven Security appealed against NAPSA's decision not to award it the contract.	The Authority established that Control Seven Security Services Limited's bid did not conform to the instructions in the SD, and NAPSA was justified in deeming it non-responsive. The appeal was dismissed, and the remedies sought were not granted.	Concluded.
34.	Masaiti Town Council (MTC).	Tender for the Construction of Nkulumashiba Culvert Bridge in Masaiti Constituency-Tender No. MTC/DES/MCDF /4/25/17.	Lacolline Engineering Limited appealed against the reasons for its disqualification given in the regret letter (attaching wrong NCC grades/ categories). The appellant noted that the SD required NCC Grade 5/6, Category C or R, which they had met.	The Authority upheld the appeal and established that the Council provided conflicting criteria, the appellant complied with the SD, and the bid was wrongfully disqualified. The process was not fair or transparent. ZPPA directed MTC to terminate the tender proceedings and re-advertise.	Concluded.

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
35.	Mpongwe Town Council (MTC).	Tender for the Construction of Mpongwe Bus Terminals-Tender No. MTC/PUS/DES/BUSSTP/2025.	Apple Dove Investment Limited appealed against the decision to consider its bid non-responsive for not including a roller compactor in its listed machinery, arguing that the machine was not required in the SD.	The Authority upheld the appeal and granted the remedy sought. ZPPA directed Mpongwe Town Council to re-evaluate the bids in line with section 60(5) of the PPA.	Concluded.
36.	Mungwi Town Council (MTC).	Tender for the Supply and Delivery of One (1) Water Drilling Rig-Tender No. MTC/PSU/CDF/S & WDR /14/05/2025.	Cashmo Contractors and General Dealers alleged that there was no transparency in the evaluation process that was used to determine the best evaluated bidder.	The Authority upheld both grounds of the appeal, but the specific remedy sought (to have the Authority witness the re-evaluation) was not granted. However, ZPPA directed Mungwi Town Council to re-evaluate the bids with strict adherence to the criteria provided in the SD.	Concluded.
37.	Mansa Municipal Council (MMC).	Tender for the Construction of a Modern Market at Senama-Tender No. 41454/1/209/2025.	JKMM General Dealers alleged that the Council did not publish the notice of the best evaluated bidders. Further, the Council did not notify bidders of the reasons their bids were non-responsive and proceeded to award the contract.	Pursuant to section 100(5)(a) of the PPA, the appeal was dismissed in its entirety, and the remedies sought were not granted. However, as the contract was already under execution, the Authority directed the Town Clerk to institute internal investigations and sanction any erring officers pursuant to section 105(4) of the PPA.	Concluded.
38.	MCDSS.	Tender for the Supply and Delivery of 59,000 T-Shirts- Tender No. MCDSS/SCT/001 /2025.	Cedar Business Solutions alleged that the tender was not fairly awarded and strongly believed it should have been the successful bidder.	Pursuant to Regulation 249(2)(a) and (b) of the PPR, ZPPA directed the Ministry to re-evaluate the bids in accordance with the SD, section 60(5) of the PPA, Regulation 105(5) of the PPR, and relevant ZPPA Circulars.	Concluded.

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
39.	MCDSS.	Tender for the Supply and Delivery of 59,000 T-Shirts-Tender No. MCDSS/SCT/001/2025.	Charmen Zambia Limited alleged that the awarded bidder quoted a higher price and that the Ministry did not notify it that it had under-quoted.	Pursuant to Regulation 248(3) of the PPR, the appeal was dismissed. The appellant did not proceed beyond the preliminary evaluation stage; therefore, the issue of under-quoting did not arise. The remedy sought was not granted.	Concluded.
40.	MCDSS.	Tender for the Supply and Delivery of 59,000 T-Shirts for the Social Cash Transfer Programme-Tender No. MCDSS/SCT/001/2025.	Zumika Investment Limited alleged that the three-year requirement for the Bid Securing Declaration Form was not stated in the SD, and that the Ministry awarded more than one lot to a single bidder.	Pursuant to Regulation 249(2)(a) and (b) of the PPR, ZPPA directed the Ministry to re-evaluate the bids for the tender in accordance with the SD and section 60(5) of the PPA.	Concluded.
41.	MCDSS.	Tender for the Supply and Delivery of 59,000 T-Shirts-Tender No. MCDSS/SCT/001/2025.	Lutanda Myrtle Limited believed the bank reference letters it submitted were sufficient and that it was not debriefed despite follow-up requests.	Pursuant to Regulation 249(2)(a) and (b) of the PPR, ZPPA directed the Ministry to re-evaluate the bids for the tender in line with the SD and Section 60(5) of the PPA.	Concluded.
42.	Limulunga Town Council (LTC).	Tender for the Construction of Nine (9) Small Water Schemes-Tender No. LTC/PSU/ZDSP/01/25.	Apaa Njeke Hardware Limited alleged that the site visit certificate and the requirement for an environmental and social expert were not listed in the Instructions to Bidders (ITB).	The Authority upheld appeal ground one in part (regarding the site visit certificate) and dismissed ground two (regarding the expert). Limulunga Town Council was advised to proceed with the tender.	Concluded.

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
43.	Ministry of Mines and Mineral Development (MMMD).	Tender for the Development of the Insaka Information Management System-Tender No. MMMD/GRZ/ICT/CS/001/2025.	Infratel Corporation Limited alleged that MMMD disqualified its bid for being below the PRA threshold, failing to adhere to Regulation 105(5) and (6) of the PPR.	The remedy sought (to nullify the disqualification based on the -15% price reasonableness range) was granted. However, the Authority could not direct the Ministry to award the tender to Infratel. ZPPA directed the Ministry to re-evaluate the financial proposals in line with Regulations 99(1), 134(2)(b), and 105(5) of the PPR, and ZPPA Circular No. 20 of 2022.	Concluded.
44.	ZAMMSA.	Tender for the Supply and Delivery of Essential Medicines-Tender No. e-GP /32830 /253/ 2025.	Zango Health Care Limited alleged that ZAMMSA used different evaluation criteria from what was stated in the SD.	The Authority dismissed the appeal, as the issue raised by the appellant was not substantiated.	Concluded.
45.	Ministry of Education (MoE)	Tender for the Supply and Delivery of Desk Rehabilitation Materials for the Production Unit - ZEPIU (Re-tender)-Tender No. 1892/2/953/2025	Kays Construction Limited appealed against the Ministry's wrong interpretation of the Power of Attorney and the casual manner of the debrief.	In a letter dated 26th September 2025, Kays Construction Limited withdrew the appeal. The review proceedings were therefore discontinued.	Withdrawn.
46.	Namwala Town Council (NTC).	Tender for the Construction of a Modern Bus Station - Phase 1-Tender No. NTC/BS/NSP/1/2025.	Akeelah Investment appealed against the decision to consider its bid unsuccessful because its Bill of Quantities was ranked fifth and was 183.7% above the Engineer's estimate, leading to disqualification at the financial evaluation stage.	Pursuant to Regulation 248(3) of the PPR, the Authority upheld the appeal in whole. Pursuant to Regulation 249(2)(a) and (b) of the PPR, ZPPA directed the Council to re-evaluate the tender in accordance with the requirements stated in the SD.	Concluded

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
47.	Provincial Administration - Northern Province.	Tender for Borehole Siting, Drilling, Development, and Installation of Eighty-Nine (89) Hand Pumps in Selected Districts in Northern Province.	Kenido General Dealers (KGD) appealed, stating it had submitted a valid NCC Certificate Category C, Grade 5 and a partnership agreement. It further alleged that some firms without NCC certificates were awarded contracts.	The Authority dismissed ground one, as KGD did not submit the required NCC certificate. Ground two was upheld in part: ZPPA established that the NCC certificate from C.T.R Drilling was not genuine. However, the one from Data Drilling's partner was valid. ZPPA directed Northern Province Provincial Administration to re-evaluate the bids, taking into account Addendum No.2, which amended the NCC requirements.	Concluded.
48.	Road Development Agency (RDA).	Tender for the Supply, Delivery and Commissioning of Various Sealing Equipment and Related Plants- Tender No. RDA/CE/ONB/007/2022.	Silazo Enterprises Limited alleged that its bid was rejected based on a non-material deviation.	The Authority advised RDA to proceed with the procurement proceedings.	Concluded.
49.	Gwembe Town Council (GTC)	Construction of a 1x3 Classroom Block at Mukuno Primary School- Tender No. GTC/PSU/CDF/06/25/1	Katukamantana Construction and General Dealers Limited complained that GTC cancelled the procurement proceedings without notification and introduced evaluation criteria not stated in the SD.	The Authority upheld both grounds of appeal. The Council was directed to proceed with the procurement process lawfully by considering the evaluation committee's recommendations based solely on the criteria in the SD.	Concluded.

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
50.	MoA.	Tender for the Supply and Delivery of One Hundred and Twenty-Five (125) Off-Road Motorcycles - Tender No. MOA/G/ONB/0011/2025.	Vendeta Consortium Limited alleged that it was deemed non-responsive because of insufficient personnel at its offices, which was not an evaluation criterion. It further noted a discrepancy in the bid sum of the best evaluated bidder between the bid opening and the notification.	Pursuant to Regulation 248(3), the Authority upheld appeal ground one in part and dismissed ground two. Due to observed inconsistencies, and pursuant to Regulation 249(2)(a) and (b) of the PPR, the Ministry was directed to re-evaluate the tender in accordance with the requirements stated in the SD.	Concluded
51.	MCDSS.	Tender for the Supply and Delivery of One Thousand Three Hundred (1,300) Bicycles for the Supporting Women's Livelihoods (SWL) for Climate Smart Production Inclusion - Tender No. MCDSS/SWL/G/003/ 2025.	Vendeta Consortium Limited alleged that the notification of the best evaluated bidder was not sent and that the submitted tax clearance certificate was not authentic.	Pursuant to section 100(5)(c) of the PPA, the Authority directed MCDSS to re-evaluate the bids. The Ministry was instructed to verify all documents with the issuing authorities in accordance with Regulation 223(4) and Regulation 97(2)(a) of the PPR.	Concluded
52.	Ministry of Health (MoH).	Tender for the Supply and Delivery of Eighty-One (81) Motorcycles and Eighty One - (81) Helmets for GEWEL-Tender No. MOH/WB-GL/G/001/2025.	Alinta Corp Limited alleged that its bid was deemed non-responsive on technical specifications.	Pursuant to section 100(5)(a) of the PPA, the Authority dismissed the appeal. There were no procedural irregularities in the award notification process, and the Ministry did not violate section 75 of the PPA.	Concluded

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
53.	MCDSS.	Tender for Printing Services of GRM at the Community Level, Life and Business Skills, Saving Targeting, and Strengthening SWL Messaging Materials – Tender No. MCDSS/SWL/004/2025.	Camlif Enterprise Limited appealed against the failure to award it the contract because a letter submitted to confirm the price was misplaced.	Pursuant to section 100(5) of the PPA and Regulation 248(3) of the PPR, the appeal was upheld. However, the remedy of a direct contract award was not granted. In accordance with Regulation 249(2)(a) and (b) of the PPR, the Ministry was directed to re-evaluate the tender, taking into full account the price schedule clarification submitted by the appellant.	Concluded.
54.	RDA.	Tender for the Rehabilitation of 58.5km of the Shantumbu Road, including Selected Access Roads in Lusaka District - Tender No. RDA/CE/ONB/001/2025.	China Jiangsu International alleged that its price was lower than that of the best evaluated bidder.	The appeal was withdrawn by the appellant.	Withdrawn.

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
55.	RDA.	Tender for Rehabilitation of 214km of the Mutanda to Mwinilunga Road (T5) in North-western Province- Tender No. RDA/CE/ONB/002/025.	SBM Engineering Services Limited raised concerns, including failure to conduct price reasonableness analysis, risks to value for money, questions about the winning bidder's probity and past performance, and violations of fairness principles.	Pursuant to Regulation 248(3) of the PPR, the Authority has the power to dismiss an appeal where the PE is found to have complied with the law. In this case, the investigation confirmed that RDA acted in full compliance with the PPA and the PPR during the evaluation and award process. The remedies sought by the appellant, which included nullifying the award, could not be granted as there was no legal basis to support the allegations. The Authority concluded that the appeal lacked merit. The concerns raised by the appellant were sufficiently addressed by the PE's documented compliance with the procurement legal framework. Decision: Appeal dismissed.	Concluded.

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
56.	ZRA.	Tender for the Proposed Construction of a New Regional Office in Choma -Tender No. ZRA/OBN/042/2025.	Investcorp Zambia Limited alleged that its bid was disqualified on grounds that were not indicated in the SD.	Pursuant to Regulation 248(3) of the PPR, the Authority dismissed the appeal as there was no evidence of a violation of section 60(5) of the PPA. However, the Authority established that the bid validity period had expired by the time of award. Therefore, the Authority directed ZRA to cancel the tender. The Authority further instructed ZRA to recommence the procurement proceedings.	Concluded.
57.	Workers Compensation Fund Control Board (WCFCB).	Request for Proposals for Consultancy Services for External Audit Services for the Financial Years Ending 31st December 2025, 2026, and 2027 - Tender No. 1011/1287/160.	CYMA alleged that they discovered a tender award notification was about to be issued contrary to their expression of interest.	Pursuant to section 100(5) of the PPA and Regulation 248(3) of the PPR, the Authority dismissed the appeal. The remedies sought were not granted, and WCFCB was directed to proceed with the procurement process.	Concluded.
58.	ZRA.	Tender for the Provision of Microsoft Licensing Products and Related Services for a Contract Period of Three Years - Tender No. ZRA/ONB/001/25.	Liquid Telecommunications Zambia Limited alleged improper application of the margin of preference and non-compliance with tax obligations by the winning bidder.	Pursuant to section 100(5) of the PPA, the Authority upheld one appeal ground and dismissed four others. However, the remedies sought (annulling the award, banning the winning bidder, and having the contract awarded to Liquid Zambia) were not granted. The Authority had no jurisdiction to award a contract on behalf of a PE.	Concluded.

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
59.	ZRA.	Tender for the Provision of General Cleaning, Toilet Cleaning, Sanitary, and Landscaping Services at Various ZRA Stations for a Period of Three Years – Tender No. ZRA/PBN/013/2025.	Calvachem Hygiene Solutions alleged that the recommended bidder was not registered with the PACRA for cleaning services, the company was not a member of the Cleaning Association of Zambia and was awarded too many lots despite not being the cheapest.	The Authority advised ZRA to proceed with the procurement process. However, the Authority reminded ZRA to comply strictly with the PPR. ZPPA directed ZRA to engage PACRA on the legality of contracting a company not registered for the provision of cleaning services.	Concluded.
60.	Pemba Town Council (PTC).	Tender for the Construction of a 1x3 Classroom Block at Hanyta Community School in Kauba Ward -Tender No. PTC/347 06/1/26/2025.	Ronkpave Contractors and Suppliers alleged that they were disqualified for not submitting requested documents and equipment lists.	Pursuant to Regulation 248(3) of the PPR, the Authority dismissed the appeal. The appellant replicated CVs and did not attach proof of ownership or lease for the required equipment. Pemba Town Council was directed to proceed with the procurement process.	Concluded.
61.	Gwembe Town Council (GTC).	Tender for the Supply and Delivery of One (1) Drilling Rig and Borehole Siting Machine Truck – Tender No. GTC/PSU/CDF/DRT/06/25.	Netsim Solutions and Logistics (NSL) alleged that the Council opted to procure from an unauthorised company despite NSL holding the manufacturer's authorization, and that the Notice for the Best Evaluated Bidder debrief was not shared.	Pursuant to section 100(5) of the PPA and Regulation 248(3) of the PPR, the Authority upheld the appeal in part. In accordance with Regulation 249(2)(a) and (b) of the PPR, the Authority directed Gwembe Town Council to terminate the procurement process and re-issue the tender using an efficient and effective method.	Concluded.
62.	Lundazi Town Council (LTC).	Tender for the Construction of a Bridge at Chilolo Crossing Point, Chilolo Ward - Tender No. LTC/OBN/PSU/CDF/13/09/25.	Robucon Construction Limited alleged that after a verbal debrief, the grounds for not being awarded the contract remained unclear.	The appeal was withdrawn by the appellant.	Withdrawn

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
63.	RDA.	Tender for the Upgrading to Bituminous Standard of approximately 100km of the Isoka to Muyombe through Thendele Road in Muchinga Province Tender No. RDA/CE/ONB/004/025.	China CAMCE Engineering Company Limited appealed against its disqualification from the tender.	Pursuant to section 100(5)(a) of the PPA and Regulation 248(3) of the PPR, the Authority dismissed both grounds of appeal. The remedies sought were not granted, and ZPPA directed RDA to proceed with the procurement process.	Concluded
64.	Ministry of Finance and National Planning (MoFNP).	Tender for the Provision of Consultancy Services for the Upgrading of IFMIS and PMEC Current Version to SAP S/4HANA and Maintenance Support – Tender No. MoF/ICT/RFP/01 /2025.	Axians alleged that the consideration of a bidder not included on the Request for Proposals shortlist violated Regulations 114 -115 of the PPR.	Pursuant to Regulation 248(3) of the PPR, the Authority upheld Appeal Ground One and dismissed five others. Pursuant to Regulation 249(2)(a) and (d) of the PPR, the Authority directed MoFNP to cancel the tender and comply with the PPA.	Concluded.
65.	Chililabombwe Municipal Council (CMC).	Tender for the Engagement of a Revenue Collection Agent at Kasumbalesa Border Post- Tender No. CMC/PSU-IFB-VENDOREVY/001/10/2025.	Zoom Analytics Limited alleged that the reference provided for ongoing contracts was sufficient, even without end dates, as the nature of the work was fully described.	The Authority dismissed the grounds of appeal. The remedies sought were not granted. ZPPA directed CMC to proceed with the procurement process and ensure strict adherence to the PPA and Regulations.	Concluded.
66.	MoA.	Tender for the Supply and Delivery of One Hundred and Twenty-Five (125) Motorcycles-Tender No. MOA/G/ONB/0011/2025.	Accent Innovation Group Limited alleged procedural irregularities in the procurement process.	The Authority dismissed the first two (2) grounds of appeal and upheld a third ground in part. However, the remedies sought were not granted.	Concluded.

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
67.	Adult Hospital (UTH)	Tender for the Supply, Delivery, Installation, and Commissioning of Solar Kits in Various Sites Across the Country - Tender No. UTH-Adult-MOH/G/0 08/ 2025.	Dratch Investment Limited alleged that the awarded bidder did not submit their bid by the tender closing time.	The Authority directed UTH-ADH to annul Lot 3 pursuant to Regulation 249(2)(a) of the PPR. Lots 1 and 2 were allowed to proceed. Pursuant to section 105(4)(a) of the PPA, the Authority recommended disciplinary action against two (2) procurement officers for the observed anomalies in the procurement process.	Concluded.
68.	Lunte Town Council (LTC).	Tender for the Drilling of two (2) Boreholes and Installation of Solar -Powered Water Reticulation Schemes at the District Hospital – Tender No. LTC/PSU/CDF/HO/W/21/07/25.	Aliku Trading Limited alleged that its bid was unsuccessful because it was not a 'local' from Northern Province.	Pursuant to Regulation 248(3) of the PPR, the Authority upheld the appeal, as the disqualification was based on criteria that were not provided in the SD. However, the requested remedy of re-evaluation was not granted due to the irregularities observed in the procurement process. Pursuant to Regulation 249(2)(a), (b), and (d) of the PPR, the Authority directed LTC to terminate the procurement proceedings.	Concluded.
69.	Lunte Town Council (LTC).	Tender for the-Construction of a Dormitory/Ablution Block at Lunte Girls Technical School Tender No. LTC/DES/PSU/CDF/DOR/12/12/24.	Brigs Business Enterprises contested LTC›s decision to disqualify it due to the low price indicated in its bid	The Authority upheld the appeal ground. However, it was observed that the appellant was not the best-evaluated bidder. Pursuant to Regulation 249(2)(a) and (b) of the PPR, ZPPA directed LTC to re-evaluate all bids with strict adherence to the criteria stated in the SD.	Concluded.

SN	Procuring Entity	Tender Name / Contract	Complaint	Decision	Status
70.	MoH.	Tender for the Supply and Delivery of One Hundred Twenty-Eight (128) Motorcycles with Helmets - Tender No. MOH/PSU/PH/G/ORD/04/2025.	Vendetta Consortium alleged that companies, including the best evaluated bidder, had not complied with the criteria on beneficial ownership.	In view of the omission of beneficial ownership information from the tender structure - a mandatory requirement under Regulation 85(3)(m) of the PPR, ZPPA directed the Ministry of Health to cancel the tender.	Concluded.
71.	MoE.	Tender for the Supply and Delivery of Three Thousand Four Hundred and Six (3,416) Industrial Rugged Android Computer Tablets - Tender No. Z M - MOE-1011/1892/KGS.	Ngwala Electrical and Hardware System alleged that bidders who did not participate through the e-GP System were awarded the tender, affecting the competitive position of other bidders.	Pursuant to section 100(5) of the PPA, the Authority upheld the appeal. ZPPA directed MoE to re-evaluate the bids in accordance with the criteria stated in the SD.	Concluded.

Appendix 8: Investigations Undertaken in 2025

S/N	Procuring Entity	Tender/Contract Title	Complaint	Type	Decision	Status
1.	ZESCO Limited.	Tender for the Supply and Delivery of Current Transformers, Circuit Breakers, and Isolator Gang Switches for Transmission North-Tender No. ZESCO/040/2022.	ZESCO recommended the suspension of Rousant International Zambia Limited (RIZL**)** from participating in public procurement for failing to furnish a performance security for the contract.	Suspension	The Authority established that RIZL failed to provide a Performance Security Bond in line with section 96(d) of the PPA. The Authority decided to suspend RIZL from participating in public procurement for a period of one (1) year.	Concluded.
2.	Ministry of Water Development and Sanitation (MWDS).	Contract for the Construction of twenty-six (26) Waterborne Sanitation Facilities in Copperbelt, Southern, and Muchinga Provinces - Tender No. MWDS/GRZ/W/07/2022.	It was alleged that Shumpe Investment Limited failed to fulfil contractual obligations due to inadequate mobilisation, leading to non-performance and eventual contract expiration despite receiving full advance payment.	Suspension	(i) Pursuant to section 96(g) of the PPA, the Authority suspended Shumpe Investment Limited for a period of one (1) year for failure to meet contractual obligations. (ii) Further, pursuant to the same section, the Authority suspended Seals System (Z) Limited for a period of one (1) year for failure to meet contractual obligations on a related contract in Northern Province.	Concluded.
3.	National Pension Scheme Authority (NAPSA).	Tender for the Supply and Delivery of Toilet Paper-Tender No. 18303/2/1454/2024.	NAPSA complained against IMCO Industries Limited for submitting a fabricated NAPSA Compliance Certificate during the tender.	Suspension	The Authority established that the certificate was forged by an agent, and that IMCO was compliant with its statutory obligations at the time of bid submission. Further, there was an overpayment of contributions. Pursuant to Regulation 238(3)(a) of the PPR, the Authority dismissed NAPSA's recommendation to fine and suspend IMCO.	Concluded.

S/N	Procuring Entity	Tender/Contract Title	Complaint	Type	Decision	Status
4.	Mazabuka Municipal Council (MMC).	Tender for the Construction of an X-Ray House at Chivuna Mission Clinic-Tender No. 25176/1/34/2024.	MMC complained against Barjo Enterprises Limited (BEL) for failure to fulfil contractual obligations, including failure to complete works despite payment and warnings.	Suspension	The Authority established that BEL failed to meet contractual obligations and did not formally request an extension. Pursuant to sections 95(3) and 96(g) of the PPA, the Authority suspended Barjo Enterprises Limited from public procurement for a period of one (1) year for under-performance of contractual obligations.	Concluded.
5.	Lusaka City Council (LCC).	Tender for the Supply and Delivery of Various School Desks in Mandevu Constituency-Tender No. LCC/CDF/MC/04/24.	Chalimba Farms Limited complained against Tumelo General Supply and Trading Limited (TGSTL) and Brigersh Trading and Supply Limited (BTSL), alleging collusive practices due to common shareholders.	Section 84 Investigation.	The Authority found no grounds to establish collusive practices. Open national bidding does not restrict bidders with similar shareholding structures. No fraud or corruption was established. Pursuant to Regulation 238 of the PPR, the recommendation to suspend or fine the companies was dismissed for lack of merit.	Concluded.
6.	Vubwi Town Council (VTC).	Tender for the Construction of Water Borne Toilets and Associated External Water Works at Musengelenzi Health Post-Tender No. VTC/CDF/CE/SD017/2023	VTC complained against Chambre Enterprises Limited for non-performance of contractual obligations.	Suspension	Pursuant to section 105(6) of the PPA, the Authority recommended disciplinary proceedings against three (3) Council officials for ineffective contract supervision and communication. The recommendation to suspend Chambre Enterprises Limited was dismissed due to the Council's failure to formally communicate instructions and manage the contract effectively.	Concluded.
7.	Northwestern Water Supply and Sanitation Company (NWWSSC).	Tender for the Construction of Kawiko Water Network Project in Mwinilunga- Tender No. NWWSSCL/ADMN/HP/25-11.	NWASCO complained against Lanman Investment Limited for the underperformance of contractual obligations.	Suspension	The committee was advised to halt the process as the matter was active in court at the time.	Concluded.

S/N	Procuring Entity	Tender/Contract Title	Complaint	Type	Decision	Status
8.	Ministry of Education (MoE).	Tender for the Construction of 1x3 and 1x2 Classroom Blocks at Kalengwa Primary School, Chisamba District.	MoE reported Kalengwa Primary School regarding alleged irregularities in the tender process.	Section 84 Investigation.	The Authority upheld the allegations, finding that the District Education Board Secretary's office exceeded its threshold by awarding contracts without necessary authority, contravening section 34(1)(c) and 34(2) of PPA. Pursuant to section 105(4) of the PPA, the Ministry was advised to institute disciplinary actions against the Headteacher, District Planning Officer, and District Education Board Secretary.	Concluded.
9.	Zambia Airports Corporation Limited (ZACL).	Rehabilitation of the Leaking Roof at Kenneth Kaunda International Airport – Tender No. ZACL/SS/DAS/36/2025.	A whistleblower against the Board Chairperson for alleged interference in the procurement process.	Section 84 Investigation.	A conclusion could not be drawn due to lack of information and evidence. The matter of alleged harassment, intimidation, and interference was referred to the Anti-Corruption Commission (ACC) for determination.	Concluded.
10.	Adult Hospital-(UTH).	General Procurement Activities.	A whistleblower complained against the Board Chairperson alleged that the Chief Purchasing and Supplies Officer was awarding tenders to a relative, trading as Delbit Enterprises.	Section 84 Investigation.	The Authority could not substantiate the claim that the two (2) individuals were siblings. Therefore, a breach of section 19(3)(a) of the PPA (conflict of interest) could not be established. The complaint was dismissed.	Concluded.
11.	UTH - Eye Hospital.	Contract for the Supply, Delivery, and Installation of Two (2) Ten Thousand (10,000) Litre Water Storage Tanks- Tender No. 87098/1/227/2024.	The Eye Hospital alleged that Ntosa Investments Limited underperformed by using 5,000-litre stands to hold 10,000-litre tanks, causing structural failure.	Suspension	In accordance with Regulation 238(3)(a) of the PPR, the Authority upheld the recommendation. Pursuant to section 96(g) of the PPA, Ntosa Investments Limited was suspended for one (1) year for under-performance of contractual obligations. Pursuant to section 105(4)(a) of the PPA, disciplinary action was recommended against four (4) hospital officials for certifying substandard works.	Concluded

S/N	Procuring Entity	Tender/Contract Title	Complaint	Type	Decision	Status
12.	MWDS.	Multiple Tenders: Construction of Siakalinda Dam, Water Reticulation in Limulunga, and others-Tender No MWDS/GRZ/PSU/W/006/2022, etc.	A whistleblower alleged that Africa Limited, Alinta Corp Limited, and Anthill Properties and Construction were corruptly awarded contracts and were all owned by the same individual.	Section 84 Investigation.	The Authority established that competitive procurement processes were used, and prices were subject to reasonableness analysis. The allegations by the whistleblower could not be substantiated.	Concluded.
13.	NAPSA.	Tender for the Supply and Delivery of Staff Uniforms on a Three-Year Framework Agreement – Tender No. NAPSA/DHRA/21/24.	NAPSA reported alleged misconduct of Super Soft General Dealers Limited and Cedar Business Solutions for submitting fabricated documents during the tender.	Suspension	In accordance with Regulation 238(3)(a) of the PPR, the Authority upheld the recommendation in part. Pursuant to section 97(1) of the PPA, Super Soft Point General Dealers Limited was suspended for one (1) year. Cedar Business Solutions was fined five per cent (5%) of their bid sum.	Concluded.
14.	Nkumbi International College Management Board.	Tender for Supply and Delivery of Sofas- Tender No. NIC/RFQ/G/53/2024.	Nkumbi International College Management Board submitted a complaint regarding undelivered office sofas and a request for a refund from Sanungulu Tradings.	Suspension	The Authority established that the sofas were delivered as specified, accepted by the College, and used before being returned. The complaint was therefore dismissed.	Concluded.
15.	Examinations Council of Zambia (ECZ).	Tender for the Construction of a Wall Fence Around ECZ Land in Mpika-Tender No. ECZ/Procurement Unit/003-2024.	ECZ alleged that Middletone Investment Company Limited provided false information (falsified NAPSA and Workers Compensation Fund Control Board (WCFCB) certificates) in their bid.	Suspension	The Authority suspended Middletone Investment Company Limited from participating in public procurement for a period of one (1) year for submitting falsified statutory documents.	Concluded.

S/N	Procuring Entity	Tender/Contract Title	Complaint	Type	Decision	Status
16.	National Prosecution Authority (NPA).	Contract for the Rehabilitation of the NPA Sesheke Building, Western Province - Tender No. NPA/10/10/1/4.	NPA alleged that Nyatish Investment Limited under-performed and abandoned the contract for the rehabilitation of the Sesheke Office Building.	Suspension	The Authority established that Nyatish Investment Limited abandoned the site after receiving an advance payment. The company was suspended from public procurement for a period of one (1) year for under- performance pursuant to section 96(g) of the PPA.	Concluded.
17.	ZESCO Limited.	Contract for the Supply and Delivery of Twenty-Four (24) 132 KV Surge Arrestors -Tender No. ZESCO/044/1/2023.	ZESCO Limited reported Prime Procurement Limited for alleged failure to execute the contract.	Suspension	The Authority established that Prime Procurement Limited failed to fulfil its contractual obligations. The company was suspended from participating in public procurement for a period of one (1) year pursuant to section 96(g) of the PPA.	Concluded
18.	Rural Electrification Authority (REA).	Contracts for Grid Extension (Kambombo Project) and Construction of a Guard House (Kasanjiku Project)-Tender No. REA/ONB /W/2023.	REA reported Siltekk Engineering Limited for non-performance or under-performance on two (2) contracts.	Suspension	The Authority decided not to suspend Siltek Engineering Limited due to mitigating factors: site inaccessibility during the rainy season, delays in site possession by REA, and failure by the contract manager to effectively monitor the works.	Concluded.
19.	Solwezi Municipal Council (SMC).	Kyawama Market Construction Project -Tender No. SMC/PSU/CP/12/24.	Horizon Properties Limited made a formal complaint regarding alleged irregularities in the procurement process for the market construction.	Section 84 Investigation.	The Authority upheld the allegations in part. However, the remedies sought could not be granted as the bids had expired, and the delay was attributed to a land compensation issue between the Council and indigenous settlers.	Concluded.

S/N	Procuring Entity	Tender/Contract Title	Complaint	Type	Decision	Status
20.	ZESCO Limited.	Contract for the Supply and Delivery of 11KV and 33KV Lightning Arrestors – Tender No. ZESCO /068/2/2023.	ZESCO reported the non-performance of contractual obligations by Fidelkus Investments Limited.	Suspension	The Authority found that Fidelkus demonstrated effort to deliver, however ZESCO's contract manager failed to communicate effectively. Therefore, the recommendation to suspend Fidelkus Investments Limited was dismissed.	Concluded.
21.	National Savings and Credit Bank (NATSAVE)	Tender for the Provision of Service Maintenance of Twelve (12) Wincor ATMs for Two (2) Years –Tender No. NSCB/LB/ICT/04/2025.	Computech Limited instituted a complaint against NATSAVE, citing procedural irregularities, unreasonable timeline adjustment, and breach of fairness.	Section 84 Investigation.	The Authority upheld one allegation and dismissed another. Due to the irregularities that were observed, and pursuant to section 88(1) (a) and (b) of the PPA, NATSAVE was directed to terminate the procurement proceedings and re-tender.	Concluded.
22.	Nitrogen Chemicals of Zambia (NCZ)	Notice of cancellation of contract with Conchak Investment Limited for failure to perform and provide performance security.	NCZ cancelled the contract due to the supplier's alleged non-performance and failure to furnish a performance security.	Suspension	The Authority established that Conchak failed to execute its obligations. However, it decided not to suspend the company due to mitigating factors: Conchak had communicated challenges and requested an extension before the contract expired, but NCZ only responded after expiry.	Concluded.

S/N	Procuring Entity	Tender/Contract Title	Complaint	Type	Decision	Status
23.	Mulobezi Town Council (MLTC)	Multiple Contracts (Classroom block, desks, dining hall, borehole drilling) – Tender No. MLTC/CDF/PU01405/11/22.	The Mulobezi Town Council reported multiple contractors for alleged failure to execute seven (7) different contracts.	Suspension	The Authority issued a range of decisions across the seven contracts. Key findings included: (i) lack of evidence for suspension in some cases; (ii) impassable terrain as a mitigating factor; (iii) inconsistencies in the Council's contract management; and (iv)completion of works among others. No suspensions were imposed, the following contractors were cautioned to adhere to contract periods in future contracts: Salumbwe General Dealers, VBS General Dealers, Malamich Company Limited, Cliffham Construction Limited, Wamztech Electrical and Construction Limited, Kinkonchi Construction	Concluded.
24.	Kawambwa Town Council (KTC).	Multiple Contracts for the Drilling and Installation of Solar-Powered Boreholes -Tender No. 317 58/1/ 230/2024, etc.	Kawambwa Town Council reported alleged underperformance by Waterflow Drilling and Exploration Limited on multiple borehole drilling contracts.	Suspension	The Authority decided to suspend Waterflow Drilling and Exploration Limited from participating in public procurement for a period of one (1) year for under-performance of contractual obligations.	Concluded.
25.	Health Professionals Council of Zambia (HPCZ).	Contract for the Provision of Security Services- Tender No. HPCZ/ADMIN-/W/001/2018.	HPCZ complained about the failure by Arm Safety Security Company Limited to provide security services as outlined in the contract.	Suspension	The Authority decided not to suspend Arm Safety Security. HPCZ continued to make full monthly payments without sufficient documentation to support claims of underperformance, and there was lack of written communication and performance verification.	Concluded.

S/N	Procuring Entity	Tender/Contract Title	Complaint	Type	Decision	Status
26.	Road Development Agency (RDA)	Output and Performance-Based Road Contract for Design, Rehabilitation, Improvement, Routine and Periodic Maintenance Works for Package 16 in Western Province (Kaoma and Lukulu Districts) –Tender No.. RDA/CE/ICB/004/022.	A whistleblower alleged that there was a conflict of interest involving, a project manager and monitoring consultant with Bicon Zambia Limited, on the contract.	Section 84 Investigation.	The Authority dismissed the complaints by Claycrete Zambia Limited regarding the alleged illegal procurement by RDA and the alleged conflict of interest.	Concluded.
27.	ZPPA	Tender for the Supply, Delivery, Installation, and Commissioning of a Solar Backup System –Tender No. ZPPA/4381/NP023/25.	ZPPA's Procurement Unit alleged that Kalpitech Enterprises Limited submitted a false Engineering Institution of Zambia (EIZ) certificate.	Suspension	Pursuant to sections 95 and 96(b) of the PPA, the Authority suspended Kalpitech Enterprises Limited from participating in public procurement for a period of one (1) year for submitting non-genuine EIZ and National Council for Construction (NCC) certificates.	Concluded
28.	ZACL.	Tender for the Supply and Delivery of Seven (7) iPads for ZACL Board and Committee Members - Tender No. LPO No. PO/011 564.	ZACL cancelled the Purchase Order issued to Chi-Tech Solutions Limited due to failure to deliver within the stipulated timeframe.	Suspension	Pursuant to Regulation 236(a) and (c) of the PPR, the Authority decided not to suspend Chi-Tech Solutions Limited. Reasons included: (i) the second order was based on an invalid quotation; (ii) discrepancies in quantities; and (iii) the supplier made efforts to deliver but received iPads with incorrect specifications from their source.	Concluded

S/N	Procuring Entity	Tender/Contract Title	Complaint	Type	Decision	Status
29.	Chinsali Municipal Council (CMC).	Tender for the Proposed Construction of a Bridge at Chitente in Chinsali District.	The Council lodged a complaint against Buildlux Company Limited for not moving to the site despite receiving an advance payment.	Suspension	The Authority dismissed the recommendation to suspend Buildlux Company Limited. The company had informed the Council in writing that they could not carry out concrete works due to increased water levels, and no evidence was provided that the Council addressed this issue.	Concluded.
30.	National Housing Authority (NHA).	Tender for the Supply of Six-Inch Concrete Blocks. NHA/Procurement Unit/0569/06/24 and Unique e-GP No. 20160/ 2/198/2024.	NHA alleged that Ngotash Enterprises Limited had not delivered 6" concrete blocks despite receiving full payment of K120, 000.00.	Suspension	Pursuant to section 96(g) of the PPA, the Authority suspended Ngotash Enterprises Limited from participating in public procurement for a period of one (1) year for under-performance of contractual obligations.	Concluded.
31.	ZPPA	Tender for the Engagement of a Carpenter to Assess and Repair Kitchen Cabinets at ZPPA.	ZPPA's Procurement Unit reported Jeckams Investment Limited for submitting a ZRA Tax Clearance Certificate that was not genuine.	Suspension	Pursuant to sections 95(1) and 96(b) of the PPA, the Authority suspended Jeckams Investment Limited from participating in public procurement for a period of one (1) year for submitting a ZRA Tax Clearance Certificate that was not genuine.	Concluded.
32.	Zambia Daily Mail Newspaper (ZDM)	Tender for the Supply and Delivery of Two (2) Sixty-Seater Buses- Tender No. ZDML/PSU/BUS/ DC/01/2025.	Zambia Daily Mail Limited requested the Authority to examine and verify the procurement process for any irregularities, procedural flaws, or illegalities.	Examination and Verification.	The Authority determined that the procurement process was not wholly conducted in line with the PPA, as inconsistencies and irregularities were observed. Pursuant to section 34(2) of the PPA, ZPPA directed the Zambia Daily Mail Board of Directors to refrain from interfering in procurement proceedings, including issuing directives on procurement methods and award decisions.	Concluded.

S/N	Procuring Entity	Tender/Contract Title	Complaint	Type	Decision	Status
33.	Zambia Medicines and Medical Supplies Agency (ZAMMSA).	Contract for the Supply and Delivery of One hundred and fifty six (156) Ambulances under the Constituency Development Fund – Tender No. ZAMMSA/LB/ME/001/2024-02.	The Authority instituted an investigation into the procurement process and contract for the supply and delivery of one hundred and fifty-six (156) ambulances following concerns raised by the public.	Examination and Verification (Investigation).	• The Authority established that ZAMMSA awarded the tender in accordance with the provisions outlined in the PPA and the PPR. • Suppliers faced operational challenges during the execution phase, which necessitated an extension of the original delivery timeline. Contract managers maintained consistent communication with the suppliers to provide support and facilitate timely fulfilment. • Despite the delays, the suppliers demonstrated a strong commitment to meeting their contractual obligations and worked diligently to deliver the ambulances within the revised, agreed schedule. To mitigate similar challenges in future procurements, ZAMMSA was advised to: • Plan internal timelines more comprehensively; • Monitor supplier progress rigorously against the project plan; and • Enforce internal deadlines while ensuring alignment with regulatory requirements.	Concluded

S/N	Procuring Entity	Tender/Contract Title	Complaint	Type	Decision	Status
34.	Livingstone City Council (LCC).	Contract for the Supply and Delivery of a Road Marking Machine.	LCC alleged that Bantu Business Ventures failed to execute contractual obligations under the contract.	Suspension	LCC withdrew the complaint against Bantu Business Ventures Limited as they reached an agreement on the terms of a consent judgment submitted to court for endorsement.	Withdrawn.
35.	Luapula Province – Provincial Administration.	Tender for the Delivery of Motorcycles for the Ministry of Agriculture – Luapula Province –Tender No. MoA/LP/53/12/1	The Provincial Administration reported Chibox Holdings Limited for non-delivery of motor bikes despite being paid in full. It was also alleged that the company issued a falsified Advance Payment Security Bond.	Suspension	Pursuant to sections 96(b) and 96(g) of the PPA, Chibox Holdings Limited was suspended from participating in public procurement for a period of two (2) years for failure to deliver goods and submitting a non-authentic Advance Payment Security. Disciplinary action was recommended against the Provincial Agriculture Coordinator and the Procurement Officer for authorizing full payment without verifying delivery.	Concluded.
36.	ZESCO Limited	Tender for the Construction of Medium Voltage Distribution Lines Network under the Increased Access to Electricity Service Project (IAES) – (Northern and Muchinga)- Tender No. ZESCO/LB/004/2024.	ZESCO alleged non-performance of the contract by Brenum Zambia Limited.	Suspension	The Authority dismissed the recommendation to suspend Brenum Zambia Limited. The delays were due to heavy rainfall (force majeure-type of conditions), and ZESCO had accepted the reasons and extended the contract accordingly.	Concluded.
37.	Provincial Administration – Northern Province	Tender for Borehole Siting, Drilling, Development, and Installation of Eighty-Nine (89) Hand Pumps in Selected Districts –Tender No. NPPC/PSU/DWSS/01/2025.	The Provincial Administration alleged that C.T.R Drilling and Earth Movers Limited submitted a forged National Council for Construction (NCC) Category C, Grade 5 certificate.	Suspension	Pursuant to sections 95(1) and 96(b) of the PPA, the Authority suspended C.T.R Drilling and Earth Mover Limited from participating in public procurement for a period of one (1) year for submitting a forged NCC certificate.	Concluded

S/N	Procuring Entity	Tender/Contract Title	Complaint	Type	Decision	Status
38.	The Copperbelt University (CBU).	Tender for the Supply and Delivery of Assorted Networking Equipment to Wave-Tech Innovation.	CBU alleged the Wave-Tech Innovation failed to deliver a Cisco ASR 1001-HX Router valued at Six Hundred and Four Thousand, Eight Hundred Kwacha K604,800.00.	Suspension	Pursuant to section 96(g) of the PPA, the Authority suspended Wave-Tech Innovations for a period of one (1) year for under-performance of contractual obligations. Disciplinary action was also recommended against CBU's Procurement Manager and Officer for anomalies in the process.	Concluded
39.	Electoral Commission of Zambia (ECZ).	Tender for the Supply and Delivery of Voters' Cards Forms and Laminating Pouches Tender No. ECZ/IOB/ 003/ 2024.	Brivo Synaptics Limited alleged that the PACRA printout of the winning bidder (AL Ghurair and Publishing LLC) showed a blanked beneficial owner section.	Suspension/ Investigation	The Authority determined that the SD required a PACRA printout listing shareholders, not individual beneficial owners. ECZ evaluated in line with this criterion. In line with section 84(4)(b) of the PPA, the Authority upheld one ground and dismissed another.	Concluded
40.	Ministry of Community Development and Social Services (MCDSS)	Tender for Printing Services of GRM at Community Level, Life and Business Skills, Saving, Targeting, and Strengthening SWL Messaging Materials –Tender No. MCDSS/SWL/ G/004/2025.	MCDSS reported unprofessional conduct, tender process interference, and lack of respect exhibited by Camlif Enterprises Limited.	Section 84 Investigation	ZPPA could not determine the issues of harassment and coercion due to lack of supporting evidence. The matter was referred for further investigation by the Zambia Police.	Concluded
41.	ZACL	Allegations of Irregularities into the Award of Various Contracts at ZACL.	An individual made allegations of irregularities in the award of various contracts at ZACL, specifically regarding a NAPSA Compliance Certificate submitted by Royal Luxury Logistics Zambia Limited.	Section 84 Investigation	The Authority requested NAPSA to verify the compliance certificate. Once feedback confirmed the certificate was authentic, the case was dismissed. If the certificate had been found unauthentic, a suspension investigation would have been instituted.	Concluded.

S/N	Procuring Entity	Tender/Contract Title	Complaint	Type	Decision	Status
42.	Chingola Municipal Council (CMC)	Tender for the Construction of a 1x3 Classroom Block at Mato Primary School –Tender No. 66302/1/185/ 2025.	Hachika Investment Limited alleged that the Council had not responded to their bid price clarification letter despite follow-up.	Section 84 Investigation	The Authority upheld the complaint. However, the remedy sought (to stop works immediately) could not be granted as the contract was already under execution with approximately 70% of works completed. The Council was directed to ensure compliance with the PPA in subsequent procurements.	Concluded.
43.	Mulungushi Village Complex Limited (MVCL)	Tender for the Supply and Delivery of Stationery, Hardware Materials, Foodstuff, and Pool Chemicals through a Framework Agreement with Multiple Suppliers –Tender No. MVCL/ ONB/ 001/2024.	Complaint from Chalimba Farms Limited against MVCL for the cancellation of procurement proceedings without clear jurisdiction.	Section 84 Investigation	Pursuant to section 84(4)(b) of the PPA, the Authority upheld Complaint One in part and dismissed Complaints Two, Three, Four, and Five.	Concluded.
44.	Namwala Town Council (NTC)	Tender for the Construction of a Modern Bus Station – Phase 1-Tender No. NTC/BS/NSP/ 1/2025.	NTC alleged that Platinum Stone Limited submitted a National Council for Construction (NCC) certificate that was not genuine.	Suspension	ZPPA established that the NCC Certificate submitted by Platinum Stone Limited was not genuine. Pursuant to sections 95(1) and 96(b) of the PPA, the Authority suspended Platinum Stone Limited from participating in public procurement for a period of one (1) year.	Concluded.
45.	MCDSS	Contract for the Supply and Delivery of Phones for Social Cash Transfer (SCT) – Tender No.MCDSS/ SCT/ 004/24.	MCDSS sought guidance on the next steps concerning an expired contract that had been awarded to Modaka General Dealers at an amount of K31, 320,000.00.	Section 84 Investigation	Ongoing as at 31st December 2025	Ongoing
46.	NAPSA	Tender for the Provision of Physical Security Services at Various NAPSA Properties for a Period of One Year - Tender No. NAPSA/DI/17/25.	NAPSA reported on the alleged misconduct of Leisely Howards Limited and Priority Works Limited during participation in the tender.	Suspension	Pursuant to section 97(1) (c) of the PPA (as amended), the two (2) bidders were suspended from participating in public procurement for a period of one (1) year.	Concluded

S/N	Procuring Entity	Tender/Contract Title	Complaint	Type	Decision	Status
47.	ZAMMSA	Multiple Tenders-(ZAMMSA/LB/EX-STOCK/ 333/12/2023, 32830/2/11/2024, 32830/2/118/ 2024, 32830/2/31 8/2025).	Allegations of collusive tendering, bid rigging, and anti-competitive practices in the public procurement of medicines and medical supplies involving Yash Pharmaceuticals Limited, Yash Life Sciences Limited, Melcome Pharmaceuticals, and Pharmanova Zambia Limited.	Section 84 Investigation	Ongoing as at 31st December 2025	Ongoing
48.	ZAMMSA	ZAMMSA/LB/EX-STOCK/333/12/ 2023.	The Association of Citizen Owned Pharmaceuticals Companies complained about collusive tendering, bid rigging, and anti-competitive practices involving Mission Pharma.	Section 84 Investigation.	Ongoing as at 31st December 2025	Ongoing
49.	MoE	Contract No. 05/ ZM-MOGE390570-CW-RFB.	MoE recommended the blacklisting (suspension) of Lusitu Drilling and Exploration, Sustainable Water Solutions Limited, and Zambezi Drilling and Exploration for non-performance of drilling contracts.	Suspension	Ongoing as at 31st December 2025	Ongoing
50.	MoE.	Request to Blacklist Non-Performing Contractors.	MoE recommended the blacklisting (suspension) of Maslam Construction Company Limited and Kayombo Tech Limited for non-performance of drilling contracts.	Suspension	Ongoing as at 31st December 2025	Ongoing

Appendix 9: Contracts Monitored in 2025

SN	Project Description	Cost (K)	Timeliness	Quality	Variations	Recommendations
1	Mushindamo Town Council - Contract for the Construction of a Maternity Annex, Water Scheme, and Supply of Equipment at Mujimanzovu Rural Health Centre.	2,142,269.47	The contract was automatically terminated due to effluxion of time. The completion period was five (5) months (11th July 2024 to 11th December 2024). The Council advised the contractor to request an extension before the deadline. However, but the contractor only responded on 21st January 2025, and requested an extension to 20th April 2025 without official evidence of approval. Physical Progress: 50%	The quality of work was satisfactory but had several deficiencies: hairline cracks on walls; door frames shorter than standard; missing skirting; inadequate painting on lipped channels; weak concrete in some areas; door frames lacking mortar; poor roof support; wastewater pipes incorrectly positioned above water supply pipes; and insufficient protection of the borehole against vandalism.	Two variations were noted. First, the contract sum increased from K1, 992,883.07 to K2,142,269.47 (a 7.50% increase) due to omitted borehole works. This was approved by the Council Secretary without prior documentation from the PC or Attorney General, contravening section 77 of the PPA. Second, sisalation was installed instead of the specified PVC ceiling, which lacked proper approval and contravening the Act.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the PPA and PPR.
2	Mushindamo Town Council - Contract for the Construction of an Ablution Block and Water Supply Scheme at Yowela Secondary School.	865,931.38	The contract period was 11th July 2024 to 11th December 2024. No evidence of an approved extension was provided. The contractor completed the works on 7th February 2025. Physical Progress**:** 100% (under defect liability period).	The quality of work was satisfactory overall, but several issues were noted: poorly installed meter box with loose electrical parts; improperly placed tile trimmer; uneven painting around doors; rust on some roof sheets; faulty urinal valve; use of low-quality cisterns; sewer system not matching the approved design; missing sewer parts; benching in manholes lacking proper curvature; incorrectly angled sewer pipes; and missing cage on the tank stand ladder.	No variations were recorded on the project.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.

SN	Project Description	Cost (K)	Timeliness	Quality	Variations	Recommendations
3	Solwezi Municipal Council - Contract for the Construction of an Ablution Block at Kimiteto in Kyalankuba Ward, Solwezi District.	336,837.90	The contract period was eight (8) weeks (6th April 2024 to 27th May 2024). The project was not completed on time. On 16th July 2024, the Council asked the contractor for an explanation of the delays, warning of potential termination. The contractor did not reply. Two (2) key documents were also submitted unsigned. Physical Progress**:** 100% (under defect liability period).	The completed works were satisfactory but had deficiencies: no expansion joints; low water pressure; leaking connectors; and unplastered septic tank surfaces.	A concrete walkway was constructed to connect the building and the ablution block. There was no proof that this change was approved by the relevant authority, violating section 77 of the PPA.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.
4	Solwezi Municipal Council - Completion of a Double Storey Classroom Block at Kikombe Secondary School in Tunvwanganai Ward, Solwezi District.	3,400,000.00	The contract period was Thirty (30) weeks (15th May 2024 to 11th December 2024), later extended to 26th March 2025. No proof of approval for this extension was provided. The contractor continued work on-site after the contract expired without formal approval. Physical Progress: 40%	The construction works were unsatisfactory due to multiple issues: misaligned concrete columns; inadequate concrete compaction; exposed steel reinforcement; termite activity in the substructure; poorly executed mortar joints; wall misalignment; and missing test results for structural concrete. The Authority could not confirm if the concrete met required compressive strength.	On 6th March 2025, the contractor was asked to perform additional work costing K19,566.00, without proof of prior approval, violating the PPA. Extensions of time were granted retroactively after the contract had expired, a procedural error not permitted under the PPA and PPR.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.

SN	Project Description	Cost (K)	Timeliness	Quality	Variations	Recommendations
5	Kalumbila Town Council - Contract for the Construction of a National Assembly Office in Kalumbila District.	1,979,095.00	The contract period was six (6) months (9th July 2024 to 9th January 2025). No evidence of an extension was provided. Physical Progress: 95%	The work quality was satisfactory, but several issues were noted: air conditioners not installed; kitchen sink unconnected; cage missing from tank ladder; and several drainage elements not constructed.	No variations were recorded on the project.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.
6	Kalumbila Town Council - Contract for the Construction of a 1x3 Classroom Block at Chovwe Secondary School in Chovwe Ward, Kalumbila District.	1,380,896.53	The contract period was six (6) months. No proof of start/end dates or a completion certificate was provided. Physical Progress: 100%	The quality of work was satisfactory, but deficiencies included: missing expansion joints; no chalk rail on blackboards; termite damage; hairline cracks on floors; smaller-than-specified notice boards; and poorly secured grill doors.	No evidence of variations or time extensions was found, despite reports of delayed completion.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.

SN	Project Description	Cost (K)	Timeliness	Quality	Variations	Recommendations
7	Zambezi Town Council - Contract for the Construction of a Staff House at Kaumbu in Zambezi District.	518,350.35	The contract period was four (4) months (16th October 2023 to 7th February 2024). No proof of extension or a completion certificate was provided by the inspection date. Physical Progress: 100%	The work quality was satisfactory, issues included: missing expansion joints; a damaged U-trap; improperly constructed soakaway and septic tank; and a damaged apron near the kitchen entrance.	On 8th December 2023, the contractor requested to use timber instead of lipped channels for the roof. The Council approved this change on 12th December 2023 at no additional cost.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.
8	Zambezi Town Council - Contract for the Construction of a Health Post at Kanunu in Mukandankunda Ward, Zambezi District.	710,000.00	The contract period was 24th October 2023 to 16th January 2024. No evidence of extension existed before the initial end date. A Council letter dated 3rd August 2024 extended the contract to 31st October 2024, after it had expired. On 5th March 2025, the Council notified the contractor of contract termination due to delays.	The quality of work was satisfactory, but deficiencies included: no expansion joints on the apron/drainage and verandah; unpainted lipped channels; incorrect channel sizes; inadequately filled door frames; and concrete blocks that did not meet strength requirements.	One (1) variation was noted: the Council's letter of 3rd August 2024 granted a time extension to 31st October 2024. However, documentation confirming compliance with Regulation 218 of the PPR was absent, and the addendum was not provided.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.

SN	Project Description	Cost (K)	Timeliness	Quality	Variations	Recommendations
9	Chavuma Town Council - Contract for the Construction of a 1x2 Classroom Block at Chavuma Central Community School.	610,000.00	The contract period was five (5) months (5th July 2024 to 3rd December 2024), signed two (2) days late. An extension letter dated 12th December 2024 moved the completion date to 30th March 2025. A Substantial Completion Certificate was not provided by the inspection date.	The quality of work was satisfactory. However, several deficiencies were noted: floors lack expansion joints; roof trusses inadequately braced; improper painting of lipped channels; smaller lipped channels used instead of specified spider trusses; missing chalk rails; and cracks around anchorage points.	On 12th December 2024, the Council notified the contractor of a revised completion date to 30th March 2025, without proof of prior approval. The contractor also used lipped channels instead of required spider trusses without approval, violating section 77 of the PPA.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.
10	Chavuma Town Council - Contract for the Construction of a Staff House at Mungole School.	584,057.25	The contract period was five (5) months (15th August 2024 to 15th January 2025). It was extended to 30th March 2025 per the contractor's notification on 4th January 2025.	The work quality was deemed unsatisfactory due to undersized lipped channels causing roof sagging; misalignment of roofing sheets; poor execution of reveals; use of substandard materials for doors/frames; lack of paint; cracks; and non-compliance of the septic tank with the approved design.	In a letter dated 4th January 2024 (likely 2025), the Council extended the contract to 30th March 2025. However, the Council did not confirm PC approval. Further, the contractor used undersized lipped channels without prior approval or documentation, violating section 77 of the PPA.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.
11	Luangwa Town Council - Contract for Water Reticulation System at Dzalo Police Station in Dzalo Ward, Luangwa District.	219,500.00	The contract was completed within twelve (12) weeks (4th February 2025 to 4th May 2025). A certificate of substantial completion was issued on 14th April 2025. Physical Progress: 100%	The quality of work was satisfactory. However, the tank stand ladder had no cage to reinforce safety and security.	No variations were recorded on the contract.	The Council was advised to ensure that remedial measures on issues raised under quality of works are rectified.

SN	Project Description	Cost (K)	Timeliness	Quality	Variations	Recommendations
12	Luangwa Town Council - Contract for the Completion of Maternity Annex and Construction of Incinerator at Kaunga, Luangwa District.	441,097.74	The contract period was twelve (12) weeks (24th December 2024 to 28th March 2025). Due to reworks, rains, and material delays, the contractor was granted an extension to 11th April 2025.	The quality of work was satisfactory, but deficiencies in the Maternity Wing included rough internal walls, clear glass windows in delivery rooms, and lack of expansion joints on the apron and spoon drain.	There were variations on external work, which did not affect the contract sum.	The Council was advised to ensure that remedial measures on issues raised under quality of works are rectified.
13	Luangwa Town Council - Contract for the Construction of a Modern Market and an Ablution Block in Kavula Ward, Luangwa District.	3,878,702.30	The contract period was sixteen (16) weeks (21st October 2024 to 14th March 2025). The contract was automatically terminated due to effluxion of time.	The work was satisfactory. However, some issues were noted with the ablution block and water supply system.	No variations were recorded on the contract.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.
14	Kafue Town Council - Contract for the Construction of a Dining Hall and Kitchen at Chitende Secondary School, Kafue District.	1,653,088.24	The contract period was five (5) months, but exact dates were not provided. The contractor was reportedly granted an undocumented extension until 14th July 2025. Work was ongoing without formal approval.	Work quality was satisfactory. However, purlins were poorly painted and struts were missing.	There was a variation with an extension of time.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.

SN	Project Description	Cost (K)	Timeliness	Quality	Variations	Recommendations
15	Kafue Town Council - Contract for the Construction of a 1x3 Classroom Block with seventy (75) Desks at Shampeyo Community School, Kafue District.	1,231,021.00	The contract period was five (5) months. However, the exact dates were not provided. By April 2025, the contractor was still on site, indicating incomplete work and lack of formal approval for an extension.	The work quality was satisfactory, but there were no expansion joints, chalk rails, or constructed drainage.	No variations were recorded on the contract.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.
16	Kafue Town Council - Contract for the Construction of an Ablution Block at Kambale Market in Kambale Ward, Kafue District.	312,764.04	The contract period was three (3) months. However, exact dates were not provided. Work was ongoing and behind schedule with no formal approval for an extension.	The work quality was satisfactory, but issues with mortar and cracks in plaster were noted.	There was a variation with an extension of time.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.
17	Chilanga Town Council - Contract for the Construction of a Clinic at Kazimva Namalombwe Ward, Chilanga Constituency CDF 2024, Chilanga District.	1,287,540.51	The contract period was three (3) months (16th January 2025 to 16th April 2025). The contract was automatically terminated due to effluxion of time, with no evidence of an extension.	Work quality was satisfactory, but there was no tie member on the steel truss.	No variations were recorded on the contract.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.

SN	Project Description	Cost (K)	Timeliness	Quality	Variations	Recommendations
18	Chilanga Town Council - Contract for the Construction of a Staff House at Kacheta Primary School in Nakachenje Ward, Chilanga District.	598,287.90	The contract period was four (4) months (10th September 2024 to 9th January 2025). The contract was automatically terminated due to effluxion of time, with no evidence of an extension.	The work was satisfactory. However, issues included: lack of expansion joints; unvarnished doors; improper alignment of built-in wardrobes; improper door closing; and a damaged mortice lock.	There was a variation due to a change of scope.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.
19	Lusaka City Council - Contract for the Construction of Uweka Road and Drainage (1km) in Nkoloma Ward 1, Chawama Constituency – CDF 2024.	2,040,665.00	The contract period was four (4) months. However, exact dates were not provided. The Council granted an extension to 20th April 2025. The works were 100% complete and under defects liability, but no substantial completion certificate was provided. Physical Progress: 100%	The quality of work was satisfactory.	The contract had a variation with respect to extension of time.	The Council was advised to ensure that contract records are filed for ease of audit trail.
20	Lusaka City Council - Contract for the Construction of an Ablution Block at Edwin Mulongoti Primary School in Muchinga Ward, Matero Constituency – CDF 2024.	936,605.03	The contract period was sixteen (16) weeks. The Council granted an undocumented extension to July 2025. During the site visit, works were 90% complete. However, the tank, power supply, booster pump, and accessories were not installed as per the bill of quantities. Physical Progress: 90%.	Work quality was satisfactory. However, deficiencies included: a broken wall tile and mirror; missing grout; and absent expansion joints.	The contract had a variation with respect to extension of time.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.

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21	Lusaka City Council - Contract for the Completion of a Maternity Wing Phase (2) in Munkolo Ward, Kanyama Constituency.	1,184,638.40	The contract period was 17th October 2024 to 10 February 2025. The contractor requested extensions on 28th January 2025 and 14th March 2025. The Council ultimately extended the contract to 31st May 2025, with works fully completed. Physical Progress: 100%	Work quality was satisfactory. However, deficiencies included: a steep ambulance bay ramp; absence of expansion joints; uninstalled sluice room wash trough; and a missing ladder cage.	The contract had a variation with respect to extension of time.	The Council was advised to ensure that remedial measures on issues raised under quality of works are rectified.
22	Lusaka City Council - Contract for the Construction of a 2x3 Classroom Block at Kaunda Square Secondary School (Phase 1) in Munali Ward, Munali Constituency – CDF 2024.	1,500,000.00	The contract period was extended from 23rd May 2025 to 4th July 2025 through an addendum signed on 4th April 2025. The contract sum remained unchanged. During the site visit, the project was 60% complete, with no evidence of further extension. Physical Progress: 60%	Work quality was satisfactory. However, there was lack of required concrete tests. Rebar stirrup spacing (250mm) was inadequate compared to the drawings.	The contract had a variation with respect to both time and scope of work.	The Council was advised as follows: vii. Ensure that contract records are filed for ease of audit trail. viii. Ensure that remedial measures on issues raised under quality of works are rectified. ix. For subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.
23	Petauke Town Council - Construction of a 1x3 Classroom Block, Staff House, and Drilling and Equipping of Boreholes at Nyanoka Primary School in Manyane Ward, Kawumbwe Constituency, Petauke District.	1,367,400.84	The contract period was sixteen 16) weeks, ending on 8th May 2025. The Council reported two (2) extensions (May 2025 and July 2025) to end on 29th August 2025 but provided no documentary evidence of formal approval.	The quality of work was satisfactory however, several issues were noted: absence of chalk rails; inconsistent drainage/apron standards; missing peg stays and window handles; omission of cooker control unit; lack of a spoon drain; ant guard too low; and concrete aprons without expansion joints.	No variations were recorded on the contract.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.

SN	Project Description	Cost (K)	Timeliness	Quality	Variations	Recommendations
24	Petauke Town Council - Construction of a Museum (Phase 1) at Mwanjawanthu in Kaumbwe Constituency, Petauke District.	810,339.38	The contract period was 29th December 2024 to 23rd February 2025. The contractor remained on site beyond this period. Two (2) extensions were noted by the Council, however, formal approval documents were not provided to the Authority.	The quality of work was fair. Blockwork was inconsistent, for some parts mortar was not uniform due to the contractor constantly changing bricklayers.	No variations were recorded on the contract.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.
25	Katete Town Council - Construction of a Health Facility in Chibolya Zone (Ibex Compound) in Mkaika Constituency, Katete District.	989,337.80	The contract was completed within the twelve (12) -week period (31st March 2025 to 31st July 2025).	Work quality was satisfactory. However, the works showed inconsistencies: poor painting and plastering in the waiting area; uneven window seals; cracks; unplastered benches; absence of expansion joints; and lack of fencing, risking vandalism.	No variations were recorded on the contract.	The Council was advised to ensure that remedial measures on issues raised under quality of works are rectified.
26	Katete Town Council - Installation of Water Scheme at Chimtende Day and Surrounding Villages in Mkaika Constituency, Katete District.	578,287.50	The contract commenced on 8th April 2025 and ended on 1st July 2025. All works were completed as of the date of site inspection.	The quality of work was satisfactory, apart from the cage around the ladder not being installed.	No variations were recorded on the contract.	The Council was advised to ensure that remedial measures on issues raised under quality of works are rectified.
27	Chipata City Council - Completion of Magwero Police Post.	508,312.46	Project timelines were unclear due to the missing contract. However, the site work was finished.	The quality of work was satisfactory.	No variations were recorded on the contract.	The Council was to ensure that contract records are filed for ease of audit trail.

SN	Project Description	Cost (K)	Timeliness	Quality	Variations	Recommendations
28	Chipata City Council - Contract for the Completion of a Staff House at Mlemba Health Post in Mwami Ward for Luangwa Constituency.	621,426.75	The contract period was sixteen (16) weeks; however, start and completion dates were unclear, and the project was ongoing.	The quality of work was satisfactory.	No variations were recorded on the contract.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; and ii. ensure that remedial measures on issues raised under quality of works are rectified.
29	Chipangali Town Council - Completion of a 1x2 Classroom Block at Mtewe Primary School.	345,139.20	The original contract period was sixteen (16) weeks. It was extended once, indicating that it was not completed on time.	Work quality was satisfactory, however, deficiencies included: missing chalk rails, expansion joints, and peg stays; and window seals did not meet standard requirements.	No variations on the scope of work were recorded. However, it was reported that the contract was extended once.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.
30	Chipangali Town Council - Construction of an Ablution Block and Water Reticulation at Nyauzi Health Post in Chipangali Constituency.	540,066.45	The contract was initially set for completion by 30th January 2025. It was extended twice: first to 30th May 2025. Details and documentation for the second extension were not provided to the Authority.	Work quality was satisfactory, however, poor concrete and block workmanship, along with holes in the roofing, were noted.	No variations were recorded on the contract.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.

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31	Lumezi Town Council - Construction of a 1 x 3 Classroom Block at Chikomeni Day Secondary School.	1,067,530.40	The contract began on 11th June 2025, two (2) weeks after signing for mobilization. During the Authority's site visit, the contract was ongoing and within its stipulated duration.	Work quality was satisfactory, but blocks lacked proper bonding due to mortar omission, leaving spaces in selected areas of blockwork.	No variations were recorded on the contract.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; and ii. ensure that remedial measures on issues raised under quality of works are rectified.
32	Lumezi Town Council - Construction of a Police Station in Lumezi District (Phase 1 and 2).	3,638,837.07	The contract started in February 2025. It was on-going during monitoring.	The work quality was good, however, inconsistencies in blockwork were noted, with missing mortar and gaps between blocks.	No variations were recorded on the contract.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; and ii. ensure that remedial measures on issues raised under quality of works are rectified.
33	Milenge Town Council - Contract for the Construction of a 1x2 Classroom Block at Sokontwe Primary School in Milenge District.	1,023,050.96	The contract period was 21st March 2025 to 13th June 2025. The contractor requested an extension to 30th November 2025, which the Council granted, however, no proof of the extension was granted before the contract's expiry date.	The work quality was satisfactory, but vegetative material was found on the walls, and the rough cast was incorrectly applied.	No variations were recorded on the contract.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.

SN	Project Description	Cost (K)	Timeliness	Quality	Variations	Recommendations
34	Milenge Town Council - Contract for the Installation of Water Scheme at Hellena Musonda in Milenge District.	1,788,644.45	The contract period was twelve (12) weeks (1st November 2024 to 24th January 2025). On 15th January 2025, the Council asked the contractor for a catch-up plan. The contractor requested an extension on 16th January 2025, which was granted until 30th March 2025, however, no proof of the extension existed before the contract expired, leading to automatic termination.	The work quality was satisfactory, however, issues included using mortar instead of concrete for the ground beam, poor painting of steel members, and inadequate welding.	The contract had a variation with respect to extension of time.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.
35	Samfya Town Council - Contract for the Construction of a 1x3 Classroom Block at Yamba Primary School in Samfya District.	1,173,476.42	The contract period was 11th September 2025 to 29th January 2026.	The work quality was poor, with issues such as unfilled mortar joints, misaligned walls, low-grade stones for concrete, and misaligned masonry pillars on the verandahs.	No variations were recorded on the contract.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; and ii. ensure that remedial measures on issues raised under quality of works are rectified.
36	Samfya Town Council - Contract for the Construction of Water Sanitation and Solar Installation at Samfya District Hospital.	2,482,811.10	The contract period was 8th September 2025 to 26th January 2026.	Work quality was satisfactory. However, the borehole was not secured.	No variations were recorded on the contract.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail;and ii. ensure that remedial measures on issues raised under quality of works are rectified.

SN	Project Description	Cost (K)	Timeliness	Quality	Variations	Recommendations
37	Chifunabuli Town Council - Contract for the Construction of a Maternity Annex at Nkulunga Rural Health Centre in Chifunabuli District.	1,148,420.48	The contract is valid and set for completion in sixteen (16) weeks (7th August 2025 to 27th November 2025). The Council confirmed that the contractor requested an extension, which was scheduled for presentation to the PC for approval.	The work quality was satisfactory. However, issues included an unlevelled concrete slab, protruding conforce wire, and a cracked substructure wall in the Maternity Annex.	No variations were recorded on the contract.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.
38	Chifunabuli Town Council - Contract for the Construction of a Skills Centre in Chifunabuli District.	2,199,203.71	The contract is valid and set for completion between 7th July 2025 and 27th November 2025. The Council confirmed the contractor requested an extension, which will be presented to the PC for approval.	The work quality was satisfactory. However, issues were noted with the 1x3 Classroom Block and Ablution Block, including inadequately painted roof purlins and exposed reinforcement in some sections of the ring beam.	No variations were recorded on the contract.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.
39	Mansa Municipal Council - Contract for the Completion of a Health Post at Chofwe in Bahati Constituency, Mansa District.	650,304.90	The contract was valid and completed within the period, as confirmed by a completion certificate dated 1st October 2025. It was scheduled for completion over twenty-four (24) weeks (30th June 2025 to 20th December 2025).	The quality of work was satisfactory. However, several issues were noted: floor tiles lacked grouting; the apron slope around VIP toilets was insufficient for drainage; and roof purlins were inadequately painted.	No variations were recorded on the contract.	The Council was advised to ensure that remedial measures on issues raised under quality of works are rectified.

SN	Project Description	Cost (K)	Timeliness	Quality	Variations	Recommendations
40	Mansa Municipal Council - Contract for the Construction of a 1x3 Classroom Block, Ablution Block, Water Reticulation, External Works, and Supply and Delivery of ninety (90) Desks at Mansa Primary School.	1,923,195.47	The contract period was Twenty Four(24) weeks (22nd July 2024 to 6th January 2025). In December 2024, the contractor sought an extension. The PC approved the extension on 21st January 2025, after the contract had been automatically terminated due to effluxion of time.	The work quality was unsatisfactory, with numerous issues:cracks on the finished floor; disorganized execution; uneven door frame heights; misaligned partition wall; absence of ring beams above door frames; poor painting; undersized manholes; meandering excavations; sewer pipes bypassing the septic tank's first compartment; missing notice boards and blackboards; peeling floor; and an unsecured borehole.	The contract had a variation with respect to scope of work. However, documentary evidence approving this variation was not availed.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.
41	Chipili Town Council - Contract for the Construction of a Health Post in Mulunda Village, Mweshi Ward, Chipili District.	1,969,492.35	The contract is valid and set for completion within twenty-six (26) weeks (10 July 2025 to 8 January 2026).	Satisfactory work quality, however, the ambulance bay concrete columns were narrowly misaligned.	No variations were recorded on the contract.	The Council was advised to ensure that remedial measures on issues raised under quality of works are rectified.
42	Chipili Town Council - Contract for the Construction of an Ablution Block at Mukanga Primary School under CDF 2024.	620,596.42	The contract was automatically terminated due to effluxion of time. Initially set for thirteen (13) weeks (5th July 2024 to 13th October 2024), an extension was signed on 15th July 2025, after its expiry. On 10th October 2025, the contractor was notified of termination due to abandonment of works.	The quality of work was unsatisfactory, with minor hairline cracks, easily cracked wall edges, termite presence, absence of bituminous paint, undersized manholes, and improperly installed door frames.	From 5th July 2024 to 3rd October 2024, no variations occurred. On 15th July 2025, the Council submitted Addendum No. 1 proposing a change to waterborne toilets, a 16.73% contract sum increase (K103, 844.30), and a nine (9) -week extension. However, as the contract had already expired, the addendum was likely non-binding due to lack of a valid contract to amend.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.

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43	Lusaka City Council - Contract for the Construction of a Police Post in Garden Ward, Kanyama Constituency – CDF 2025.	1,072,682.89	The contract period was six (6) months, commencing in July 2025 with a planned completion of 31st December 2025. At the time of the site visit, the project was approximately 75% complete, with major components (water tank, electrical, plumbing, finishes) still outstanding.	The work quality was satisfactory, however, the issues noted: missing truss webs; installed windows did not match specifications (400x200mm installed vs. 600x400mm required); no protective cage on tank stand ladder; and insufficient bracing on the steel tank, posing a collapse risk.	No variations were recorded on the contract as of the site visit.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; and ii. ensure that remedial measures on issues raised under quality of works are rectified.
44	Lusaka City Council - Contract for the Completion of a Maternity Wing (Phase 2) at Dumbo Clinic in Garden Ward, Kanyama Constituency – CDF 2025.	1,154,981.29	The contract period was four (4) months (15th July 2025 to 15th November 2025). No evidence of an extension was provided, leading to automatic termination due to effluxion of time. At the site visit, approximately 80% of the work was completed.	The quality of work was satisfactory, however, it was noted that some members of the truss sections lacked adequate paint, particularly on welded joints.	A variation was noted where the contractor installed 1200mm width doors instead of the specified 900mm width doors for key rooms, following verbal instructions from the contract manager. There was no documentation confirming approval, violating section 77 of the PPA.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.

SN	Project Description	Cost (K)	Timeliness	Quality	Variations	Recommendations
45	Lusaka City Council - Contract for the Construction of Wall Fence, Ablution Block, and Water Reticulation at Chunga Clinic in Matero Constituency – CDF 2025.	1,187,458.65	The contract period was Twenty Two (22) weeks (19th June 2025 to 15th December 2025). No evidence of an extension was provided, leading to automatic termination due to effluxion of time. At the site visit, approximately 97% of the work was completed.	The work quality was satisfactory, however, deficiencies included: missing tissue holder and door stopper; no expansion joints in the spoon drain; incorrectly installed P-traps; improper window sizes; absence of a ladder cage; incomplete drainage reveals; and mispositioned septic tank connections.	No variations were recorded on the contract as of the site visit.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.
46	Lusaka City Council - Contract for the Construction of a Skills Centre in Kapwepwe Ward, Matero Constituency – CDF 2025.	1,989,041.25	The contract period is 25th September 2025 to 25th March 2026. The project has not begun due to land issues, including squatters and the need to decommission ZESCO cables, resulting in 0% completion.	N/A	No variations were recorded on the contract as of the site visit.	The Council was advised to ensure that contract records are filed for ease of audit trail.
47	Lusaka City Council - Contract for the Construction of a Community Hall for Events and Other Activities in Lilayi Ward, Chawama Constituency – CDF 2025.	1,977,246.69	The contract period was four (4) months (21st May 2025 to 11th October 2025). An extension was requested and granted until 31st December 2025. At the site visit, works were 40% complete.	Work quality was satisfactory, however, issues noted: were insufficient block courses above the ring beam; and installation of 75mm x 50mm lipped channels instead of the specified 100mm x 50mm.	The contract had a variation with regard to extension of time from 11th October 2025 to 31st December 2025.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.

SN	Project Description	Cost (K)	Timeliness	Quality	Variations	Recommendations
48	Lusaka City Council - Contract for the Completion of Phase Two (2) of Kuku Police Station in Nkoloma Ward 1, Chawama Constituency – CDF 2025.	2,098,318.12	The contract was signed on 12th June 2025 with a four (4)-month completion period. Ongoing work was noted during the site visit, with no evidence of a requested or approved extension.	The quality of works executed on site was assessed as acceptable.	No variations were recorded on the contract as of the site visit.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail and ii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.
49	Lusaka City Council - Contract for the Construction of a Maternity Wing at Kasisi Health Post in Mandevu Constituency – CDF 2024 (Phase 1).	704,125.51	The contract period was 7th October 2024 to 6th December 2024. No documentation for the extension was provided, resulting in automatic termination. A contractor's request for a two (2)-month extension on 31st January 2025 went unanswered. At the site visit, the work was about 60% complete.	The work quality was poor, with issues including: uncast steel truss members; missing components; inadequate anchoring; insufficient painting; poorly filled blockwork; and inadequate courses above the ring beam.	Two (2) variations were identified. First, the contractor used lipped channels for the roof truss instead of the specified timber, without approval, violating section 77 of the PPA. Second, retrospective extensions were noted, a procedural anomaly, rendering the contract null and void as an expired contract cannot be extended.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.
50	Lusaka City Council - Contract for the Construction of a 1x4 Classroom Block at Old Kabanana Primary School in Mandevu Constituency – CDF 2025.	1,936,114.30	The contract period was 22nd May 2025 to 10th October 2025. No evidence of an extension was provided, leading to an automatic termination. As of the site visit, works were 100% complete, with snags being addressed.	Work quality was satisfactory. However, shelves were 200mm wide instead of the specified 450mm, and some ceiling boards sagged due to leaks.	No variations were recorded on the contract as of the site visit.	The Council was advised as follows: i. ensure that contract records are filed for ease of audit trail; ii. ensure that remedial measures on issues raised under quality of works are rectified; and iii. for subsequent procurements, ensure that procurement procedures especially on variations are followed as specified under the Act and Regulations.

Appendix 10: ZPPA Sponsored Workshops

S/N	Title of Training Provided	Target Group	Number of Participants
1	Sensitisation on the PPA, Amendments, and MPI and PRA.	Procurement person-nel and PC members in North-western Province.	105
2	Sensitisation on the PPA, Amendments and MPI and PRA.	Procurement personnel and PC members in Luapula Province.	103
3	Sensitisation on the PPA, Amendments and MPI and PRA.	Procurement personnel and PC members in Western Province.	117
Total			**325**

Appendix 11: ZPPA Workshops Undertaken on Request (Tailor-Made Programmes)

S/N	Name of Institution	Title of Training Provided	Target Group	Number of Participants
1	Palabana University	Public procurement process, sensitisation on the PPA, Amendments, and MPI and PRA.	Management and PC members	16
2	Pensions and Insurance Authority (PIA).	Public procurement process, sensitisation on the PPA, Amendments, and MPI and PRA.	End User Departments	13
3	PIA	Sensitisation on the PPA, Amendments, MPI, PRA, and the roles of PC members.	PC members	10
4	Higher Education Loans and Scholarships Board	Public procurement process, sensitisation on the PPA, Amendments, MPI, and PRA.	Senior Management and procurement personnel	20
5	Local Government Service Commission	Public procurement process, sensitisation on the PPA, Amendments, MPI and PRA.	Senior Management and PC members	11
6	State House	Public procurement process, sensitisation on the PPA, Amendments, MPI and PRA.	Senior Management and procurement personnel	14
7	PIA	Public procurement process, sensitisation on the PPA, Amendments, MPI and PRA	Middle Management and procurement personnel	12
8	Health Professions Council of Zambia	Public procurement process and roles of PC members	Senior Management and PC members	15
9	Nitrogen Chemicals of Zambia	Public procurement process, sensitisation on the PPA, Amendments, MPI and PRA	Management staff and procurement personnel	26
10	GIZ sponsored training (Group 1)	Contract Management	Officers from selected PEs within Lusaka	33
11	GIZ sponsored training (Group 2)	Contract Management	Officers from selected PEs within Lusaka	35
12	Nkana Water Supply and Sanitation Company	Public procurement process, sensitisation on the PPA, Amendments, MPI and PRA	Management staff and procurement personnel	73
13	Zambia Medicines and Medical Supplies Agency	Public procurement process, sensitisation on the PPA, Amendments, MPI and PRA	Senior Management and procurement personnel	15
14	Cancer Diseases Hospital	Public procurement process, sensitisation on the PPA, Amendments, MPI and PRA	Senior Management and PC members	20
15	Zambia Metrology Agency	Public procurement process, sensitisation on the PPA, Amendments, MPI and PRA	PC members and procurement personnel	15
16	Mulungushi Village Complex Limited Company	Public procurement process, sensitisation on the PPA, Amendments, MPI and PRA	PC members and procurement personnel	13
17	PIA	Contract Management	Senior Management	17

S/N	Name of Institution	Title of Training Provided	Target Group	Number of Participants
18	Ministry of Fisheries and Livestock	Contract Management	Middle management and procurement personnel	35
19	Health Professions Council of Zambia	Roles of PC members	PC members	9
20	National Road Fund Agency	Public procurement process, sensitisation on the PPA, Amendments, MPI and PRA	Management staff	22
Total				**424**

Appendix 12: Facilitation at Stakeholder Organised Workshops

S/N	Name of Institution	Title of Training Provided	Target Group	Number of Participants
1	National Assembly	Capacity enhancement workshop for the committee on Local Government Accounts on the report of the Auditor General on the audit of Accounts of Local Authorities for the financial year ended 31st December 2023.	Local Government Accounts Committee members	39
2	In–Service Training Trust (ISTT)	Stores and Inventory Management	Stores Officers	87
3	Olympus Management Consulting Limited	Contract Management	All PEs	25
4	Chalimbana University	The mandate of the Authority	Students from Chalimbana University	150
5	Local Government Administrators of Zambia (ILGAZ) – Group 1	Public procurement processes	Local Authorities	80
6	ILGAZ - Group 2	Public procurement processes	Local Authorities	200
7	Anti – Corruption Commission (ACC)	Public procurement processes	Officers based in Chirundu	8
8	ZIPS Group 1	Compliance and Legal Framework	PC members	195
9	ZIPS – Group 2	Compliance and Legal Framework	PC members	220
10	ISTT	Procurement of consulting services using the e-GP System	All PEs	67
11	Alliance Procurement and Capacity Building Limited (APCBL)	Public procurement procedures, for all security wings.	security wings	120
12	ZIPS – Group 3	Compliance and Legal Framework	PC members	174
13	ZIPS – Group 4	Compliance and Legal Framework	PC members	201
14	ZIPS – Group 5	Compliance and Legal Framework	PC members	196
15	ZIPS – Group 6	Compliance and Legal Framework	PC members	205
16	APCBL	Public procurement for ZESCO Regional Offices	Staff from ZESCO Regional offices	39

S/N	Name of Institution	Title of Training Provided	Target Group	Number of Participants
17	ACC	Public procurement processes	ACC officers based in Muchinga Province	14
18	APCBL	Public procurement processes	PEs under the Ministry of Health	890
19	APCBL	Public procurement processes	PEs under the Ministry of Community Development and Social Services.	52
20	ACC	Public procurement processes	ACC Officers based in various provincial offices	20
21	International Growth Centre and Stanford University	The role of public procurement in the implementation of CDF projects	Ministry of Local Government and Rural Development and selected local authorities.	37
22	Engineering Institute of Zambia (EIZ)	Public procurement processes	EIZ members	110
23	Association of Consulting Engineers of Zambia (ACEZ)	Public procurement processes	ACEZ members	11
24	Technical Centre for Climate Change and Agricultural Development (TCCCAD)	Public procurement procedures and use of the Electronic Government Procurement (e-GP) System	All PEs	10
25	ISTT	Compliance monitoring and contract management	PEs	16
26	Ministry of Local Government and Rural Development	Public procurement processes	The Minister and Management Team	7
27	APCBL	Public procurement processes	Local Authorities and the Ministry of Education	75
28	Transparency International-Zambia (TIZ)	Role of the authority in the implementation of the CDF	Local authorities	25
29	Ministry of Local Government and Rural Development	Revision of the CDF guidelines	Local authorities	87
30	World Bank	Early market engagement workshop	Contractors and PEs	45
31	National Pensions Scheme Authority	Procurement cycle	Middle Management	61
32	Zambia Federation of Association of Women in Business (ZFAWB)	Bidding opportunities in public procurement	Members of ZFAWB	30
33	APCBL – Group 1	Public procurement and stores management	Controlling Officers and Stores Officers	221

S/N	Name of Institution	Title of Training Provided	Target Group	Number of Participants
34	ISTT	Procurement of consulting services using the e-GP System	PEs	57
35	APCBL – Group 2	Public procurement and stores management	Controlling Officers and Stores Officers	135
36	Rural Electrification Authority (REA)	Public procurement processes	Senior Management	25
37	National Institute of Public Administration	Public procurement processes	Newly appointed Permanent Secretaries in 2025.	25
38	ZRA and ZPPA	Preparation of solicitation documents and tender creation on the e-GP System and the treatment of different tax types of suppliers during the evaluation process	PEs and suppliers	191
39	National Road Fund Agency	Contract management	Directors of Works and Civil Engineers in local authorities from Lusaka and Central Provinces	36
40	APCBL	(i)Scaling e-procurement Tools Across Zambia and Southern Africa: Exploring local case studies (e-GP system) and the broader regional; and (ii) Strategic Contract Management as a catalyst for value for money	PEs	450
41	ACEZ	Contract management	ACEZ members	32
42	ZIPS	The PPA Amendments and the PPR		280
43	NIPA	Public procurement processes	Chief Executive Officers	6
44	ZESCO	PPA and PPR	Contract Managers within ZESCO	25
45	FRA	Public procurement processes	Senior Management and procurement personnel	96
Total				**5,075**

Appendix 13: Research and Development Activities

S/N	Research and Development Activity	Comment/Summary findings
2.	Performance of Contracts Funded and Awarded Under CDF and the Level of Participation of Small and Medium Enterprises – A Case of Lusaka, Chongwe, and Shibuyunji Councils.	• Poor record management of contract management and administration. • No criteria for participation of SMEs in the SDs. • Non-application of available provisions for conducting CDF procurements, such as section 91 on preference and reservation schemes and section 53 of the PPA on Community participation in procurements. • Non-application of ZPPA Circular No.1 of 2023 that guided bidders in constituencies to participate in CDF funded projects.
3.	Survey on the Challenges Faced by PEs in the Submission of Stores/Inventory Reports.	• 65% of PEs were not submitting stores/inventory reports to the Authority. • PEs were not submitting reports because the stores function was under the finance department. This function was perceived to be a non-procurement matter and hence the perceptions that the reports are not required to be submitted to the Authority. In addition, the finance department was reporting to other authorities. PEs perceived that ZPPA had not made efforts to clarify which department/unit should manage the stores function. • PEs perceived that the requirement for submission of Stores/Inventory Reports was additional workload to the other reporting requirements that they had to meet. • PEs had challenges understanding the template provided by the Authority for the submission of quarterly Inventory and Stock Management Report.

S/N	Research and Development Activity	Comment/Summary findings
4.	Review of the Savings Made as a Result of Using the Market Price Index (MPI) and Price Reasonableness Analysis (PRA).	• PRA was used in sixty-one percent (61%) of the procurements reviewed, while only four (4) percent (4%) of the procurements reviewed utilised the MPI. Thirty-four percent (34%) of the procurements reviewed did not utilise the MPI and did not conduct the PRA in the evaluation of procurements. • The lowest utilisation of the MPI was found in the Local Authorities, where none of the procurements reviewed from the category utilised the MPI. • Forty-four percent (44%) of the procurements reviewed where PRA was used, utilised the wrong PRA templates from the ones provided by the Authority. • Inadequate reporting in the utilisation of the MPI and PRA during financial evaluations. • The proportion of procurements where savings were made increased each year from 2022 to 2024.
5.	The Effectiveness of the Subcontracting Policy from the Enactment of the PPA.	• PEs were applying subcontracting in their tenders but were inconsistent in adhering to the requirement of using either nominated or domestic contracting in accordance with the PPA. • SMEs/citizen-owned companies that were subcontractors would meet the requirements of the main contractor but there were challenges with some subcontractors relating to their capacity and, challenges with the delayed execution of works. • Foreign companies were awarded contracts after the open national bidding process. This raised issues of compliance with the requirements of restricting open national bidding processes to citizen and local bidders only.