



**PUBLIC PROCUREMENT AND DISPOSAL
OF PUBLIC ASSETS AUTHORITY**
"Procurement That Delivers"

PPDA/GU/149

8th September 2025

The University Secretary
Gulu University
P. O. Box 166,
GULU

BID PREPARATORY AUDIT FOR THE SUPPLY OF ONE STATION WAGON AND TWO DOUBLE CABIN VEHICLES FY 2025/2026, PROC. REF. No. GU/SUPPLIES/2025-2026/00001

Reference is made to the above subject and our letter of 4th September 2025.

The Public Procurement and Disposal of Public Assets Authority (PPDA) noted that Gulu University is in the process of conducting procurement to supply one station wagon and two double cabin vehicles in FY 2025/2026 at total estimated cost of UGX 845,000,000. In line with Section 8 (1) (j) (i) of the PPDA, Act, Cap. 205, the Authority initiated a bid preparatory audit regarding the above procurement.

The objectives of the bid preparatory audit were to establish whether:

1. The procurement planning and initiation process was conducted in a manner which promotes transparency, accountability and fairness in accordance with the PPDA Act, Cap. 205, PPDA Regulations, 2023, and attendant Guidelines; and
2. The solicitation document was prepared in accordance with the provisions of the PPDA Act, Cap. 205, PPDA Regulations, 2023 and the attendant Guidelines.

The audit exercise involved reviewing the procurement planning, requisition/initiation process, the Contracts Committee's approval of the solicitation document, procurement method, members of the Evaluation Committee, and Bid notice. Key areas of the solicitation document analyzed included Instructions to Bidders, Bid Data Sheet, Evaluation Methodology and Criteria, Bidding Forms, Statement of Requirements, Special Conditions of Contract and General Conditions of Contract.

The Authority undertook this audit on 5th September 2025 and identified several exceptions for management's attention, and the purpose of this letter is to communicate the findings and recommendations for your attention and action.

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1.1 Whether the procurement planning and initiation process was conducted in a manner which promotes transparency, accountability and fairness in accordance with the PPDA Act, Cap. 205, PPDA Regulations, 2023, and attendant guidelines

1.1.1 The User department did not obtain the technical guidance from a competent authority regarding the specification of the motor vehicles

The Accounting Officer had requested clearance from the Minister of Public Service to procure three motor vehicles without first obtaining technical guidance on vehicle specifications from a competent authority (i.e., the Chief Mechanical Engineer, Ministry of Works and Transport).

This was contrary to:

- a) Regulations 40 (1) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023 which states *'that a statement of requirements shall use common specifications standards issued by the competent authority to support specifications and other definitions of the procurement requirement'*;
- b) PPDA Circular on technical guidance on specifications of motor vehicles issued on 5th September 2014 which advises the Accounting Officers to *"obtain technical advice on specifications for motor vehicles from the Chief Mechanical Engineer."*

Recommendation

The Accounting Officer should with immediate effect seek technical advice from the Chief Mechanical Engineer, Ministry of Works and Transport on specification for the Motor Vehicles before issuing the bidding document.

1.1.2 Non-compliance with electronic submission requirement of procurement plans

Gulu University had delayed to electronically submit procurement plan for Financial Year 2025 - 2026 on the Public Procurement and Disposal of Public Assets Authority (PPDA) E-Reporting Link as required by PPDA Circular No. 5 of 2025 at the time of the audit. This non-compliance indicates lack of adherence to the specified guidelines.

Recommendation

The Accounting Officer should ensure compliance by electronically submitting procurement plans through the PPDA E-Reporting Link in accordance with PPDA Circular No. 5 of 2025 on Electronic Submission of Procurement Plans issued on 12th August 2025.

1.2 Whether the Solicitation document was prepared in accordance with the provisions of the PPDA Act, Cap. 205, the PPDA Regulations, 2023 and the attendant guidelines

1.2.1 Section 2: Bid Data Sheet

The Authority found anomalies under Section 2: Bid Data Sheet. Table 2 below shows the findings and recommendations for consideration by the Head, Procurement and Disposal Unit:

Table 1: Anomalies in the Bid Data Sheet and corresponding recommendations

Instruction to Bidders Reference	Exceptions noted	Recommendations
ITB 1.1	The procurement reference number in ITB (GU/SUPPLIES/2025-2026/00001) does not follow the format specified in PPDA Guideline No. 2 of 2024 on Reference Numbers for Procurement and Disposal Transactions issued on 5 th February 2024.	The Head, Procurement & Disposal Unit (HPDU) should revise the procurement reference number to align with PPDA Guideline No. 2 of 2024 format, e.g., GU/Supls/25-26/00001.
ITB 1.1	The Instructions to Bidders (ITB) Clause 1.1 specifies lot information e.g., <ul style="list-style-type: none"> • The number and identification of lots comprising this solicitation document is: One (1) • The minimum and maximum number of Lots a Bidder may bid for is: One (1) But the procurement is not divided into lots. This inconsistency may cause confusion among bidders.	The Head, Procurement and Disposal Unit should revise ITB 1.1 to reflect the accurate information and read: <ul style="list-style-type: none"> • The number and identification of lots comprising this solicitation document was: Not Applicable (N/A) • The minimum and maximum number of lots a bidder may bid for was: Not Applicable (N/A)
ITB 7	Instructions to Bidders (ITB) Clause 7 stipulates that Gulu University will respond to requests for clarification received no later than 19th September 2025 , with a bid submission deadline of 24th September 2025 . This timeframe allows three working days for bidders to incorporate any clarifications into their bids, potentially compromising their	The HPDU should review and revise procurement timeline for receipt of clarifications to a date that is not so close to the bid submission deadline so that bidders are given sufficient time to prepare and submit responsive bids.

Instruction to Bidders Reference	Exceptions noted	Recommendations
	ability to prepare and submit responsive bids.	
ITB 14.5	Instructions to Bidders (ITB) Clause 14.5 stipulates an outdated Incoterms edition: 2010	The Head, Procurement and Disposal Unit should revise ITB 14.5 to specify the current Incoterm edition: e.g., 2020 .
ITB 14.6(a)(i)	ITB Clause 14.6(a)(i) specifies ' DDP (Delivered Duty Paid) ' Incoterms without clearly defining the destination location for delivery, potentially causing ambiguity.	The HPDU should revise ITB 14.6(a)(i) to specify the exact destination location for DDP Incoterms e.g., " Delivered Duty Paid (DDP) Gulu University, "
ITB 34.1	The Instruction to Bidders (ITB) Clause 15.1(a) requires bids in Uganda Shillings, but ITB 34.1 implies allowance for multiple currencies. This inconsistency may cause confusion e.g., <ul style="list-style-type: none"> ITB 34.1 stipulates 'the currency that shall be used for financial comparison purposes to convert all bid prices expressed in various currencies into a single currency is: N/A The source of exchange rate shall be: Bank of Uganda. The date for the exchange rate shall be: date of bid opening' 	The HPDU should amend ITB 34.1 to align with Clause 15.1(a) to read: <ul style="list-style-type: none"> The source of exchange rate shall be: Not Applicable. The date for the exchange rate shall be: Not applicable

1.2.2 Section 3: Evaluation Methodology and Criteria

The Authority found anomalies under Section 3: Evaluation Methodology and Criteria. Table 3 below shows the findings and recommendations for consideration by the Head, Procurement and Disposal Unit (HPDU).

Table 2: Anomalies under evaluation criteria and corresponding recommendations

Description	Exceptions noted	Recommendations
B: Preliminary Examination Criteria	Section 3.2(h) specifies requirements of audited books of accounts, but the wording is unclear e.g., ' copies of audited books of account for financial	The HPDU should amend section 3.2(h) to read: " <i>Copies of audited books of account for financial years 2024, 2023 and 2022 signed and stamped by the appointed audit firm.</i> "

Description	Exceptions noted	Recommendations
	years 2024, 2023 and 2022 signed and stamped by a Certified Public Accountant'	

1.2.3 Section 4: Bidding Forms

The Authority found anomalies under Section 4: Bidding Forms. Table 4 below shows the findings and recommendations for consideration by the Head, Procurement and Disposal Unit.

Table 3: Anomalies in bidding forms and corresponding recommendations

Description	Exceptions noted	Recommendations
Code of Ethical Conduct for Bidders and Providers	The solicitation document had an old form of the Code of Ethical Conduct for Bidders and Providers, non-compliant with PPDA Guideline No. 4 of 2024 on compliance to submission and signing of the Code of Ethical Conduct for Bidders and Providers issued on 5 th February 2024.	The HPDU should update the solicitation document to incorporate the latest form and requirements of the Code of Ethical Conduct for Bidders and Providers in accordance with PPDA Guideline No. 4 of 2024 on compliance to submission and signing of the Code of Ethical Conduct for Bidders and Providers issued on 5 th February 2024.
Beneficial Ownership Declaration form	The solicitation document lacks a beneficial ownership declaration form, non-compliant with PPDA Circular No.1 of 2021 on submission of beneficial ownership information for firms issued on 15 th December 2021.	The HPDU should include the beneficial ownership declaration form in the solicitation document in accordance with PPDA Circular No.1 of 2021 on submission of beneficial ownership information for firms.

1.2.4 Section 6. Statement of Requirements

The Authority found anomalies under Section 6: Statement of Requirements. Table 5 below shows the findings and recommendations for consideration by the Head, Procurement and Disposal Unit.

Table 4: Anomalies in Statement of Requirements and corresponding recommendations

Description	Exceptions noted	Recommendations
Inspections and Tests	The inspections and tests section was left blank and specifies 'N/A.'	The HPDU should review and incorporate the inspections and tests requirements for e.g., <ul style="list-style-type: none"> • <i>Items subject to inspections and tests: "ALL";</i> • <i>Type of inspection or tests and standards to be met: "pre-</i>

Description	Exceptions noted	Recommendations
		<p><i>acceptance verification pre-registration inspection at the showroom</i>”;</p> <ul style="list-style-type: none"> • <i>Location of the inspections or tests “Supplier bond.”;</i> • <i>Inspections agency: “Gulu University and the provider”;</i> • <i>Timing of the inspections: “On Delivery, Before Registration”;</i> • <i>Notification or documentation required from the provider: “Invoice, delivery note”;</i> • <i>Provision of any samples for inspections: N/A;</i> • <i>Cost of inspections: N/A; and</i> • <i>Arrangements and costs for any re-inspection required: “Refer to Warranty”.</i>

1.2.5 Section 8. Special Conditions of Contract

The Authority found anomalies under Section 8: Special Conditions of Contract. Table 6 below shows the findings and recommendations for consideration by the Head, Procurement and Disposal Unit.

Table 5: Anomalies in Special Conditions of Contract and corresponding recommendations

GCC clause reference	Exceptions noted	Recommendations
GCC 4.2(b)	SCC (GCC 4.2(b)) stipulates an outdated version of Incoterms e.g., 2010	The HPDU should revise SCC (GCC 4.2 (b)) to specify the current version of Incoterms e.g., 2020
GCC 19.3	SCC (GCC 19.3) specifies ‘ bank guarantee ’ as a form of acceptable performance security without clarifying the requirement for a reputable financial institution acceptable by Bank of Uganda.	The HPDU should revise SCC (GCC 19.3) to specify: <i>The form of acceptable performance security was “Bank guarantee from a reputable financial institution acceptable to the Bank of Uganda.”</i>
GCC 26	SCC (GCC 26) references an outdated Incoterms 2010 edition and fails to specify the correct terms, such as Delivered Duty Paid (DDP) Gulu University.’	The HPDU should revise SCC (GCC 26) to specify: Delivered Duty Paid (DDP) Gulu University , in accordance with the current edition of Incoterms (2020) published by the International Chamber of Commerce.

Audit Conclusion:

The purpose of this letter is to forward to you the results of the bid preparatory audit exercise. In order to administer and enforce compliance with the provisions of the PPDA Act, Cap. 205, PPDA Regulations 2023, and attendant Guidelines, the Head of Procurement and Disposal Unit should seek the Contracts Committee Approval of the amendments made to the bidding documents before it is issued to the bidders. The Entity is required to implement the recommendations contained in this letter.



Moses Ojambo

For: EXECUTIVE DIRECTOR

c.c.: Chairperson, Contracts Committee

c.c.: Head, Procurement and Disposal Unit