



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

PPDA/MBLRH/410

11th September 2025

The Hospital Director
Mbale Regional Referral Hospital
P. O. Box 921
MBALE

**BID PREPARATORY AUDIT INTO THE PROCUREMENT OF COMPOUND
CLEANING AND PROCUREMENT OF DISPOSAL OF MEDICAL WASTE
SERVICES UNDER FRAMEWORK CONTRACT FOR A PERIOD OF 36 MONTHS
FOR FY 2025/26.**

Reference is made to the above subject.

The Public Procurement and Disposal of Public Assets Authority (PPDA) conducted a bid preparatory audit for two procurements in the Financial Year 2025/2026, namely; Procurement of compound cleaning services, Procurement reference No. MBLRH/NCONS/25/26/00012 and procurement of disposal of waste services under framework contract, Procurement reference No. MBLRH/NCONS/25/26/00011 for a period of 36 months for FY 2025/26.

The objectives of the audit were to:

1. Establish whether the public procurement planning and requisitioning processes were conducted in a manner which promotes transparency, accountability and fairness in accordance with the PPDA Act, Cap 205, PPDA Regulations 2023 and PPDA Guidelines; and
2. Establish whether the solicitation documents issued to the bidders were prepared in accordance with the provisions of the PPDA Act, Cap 205, PPDA Regulations 2023 and PPDA Guidelines.

The scope of the bid preparatory audit included review of the procurement requisition forms, solicitation documents, bid notices and the Contracts Committee approval of the procurement method, Evaluation Committee and solicitation documents. The areas of the solicitation document analysed were - Instructions to Bidders, Bid Data Sheet, Evaluation Methodology and Criteria, Bidding Forms and the Special and General Conditions of Contract.

The Authority identified some exceptions for the attention of management. The purpose of this letter therefore is to communicate the following findings and recommendations for your attention and action:

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1.0 Whether the public procurement planning and requisitioning processes were conducted in a manner which promotes transparency, accountability and fairness in accordance with the PPDA Act, Cap 205, PPDA Regulations 2023 and PPDA Guidelines.

1.1 Items not on the procurement plan

The Authority noted that the procurements were not on the procurement plan contrary to section 60 (10) of the PPDA Act Cap 205, that prohibits procuring items outside the plan except in emergency situations.

Implication

Conducting unplanned procurements may affect the other planned activity budgets through encroachment on resources that would have been available for already planned activities and may also lead to domestic arrears and failure to complete projects due to lack of funds.

Recommendation

The Head Procurement and Disposal Unit should ensure that the procurement plan is updated to include this procurement in line with section 60 (10) of the PPDA Act Cap 205.

1.2 Unclear pre-bid meeting and site visit requirement

The planned procurement schedule states that a Pre-bid meeting/Site visits shall be held within the first 7 working days of the bidding period. The requirement is not clear on the exact date of the pre-bid meeting,

Implication

The lack of clarity on the exact date of the pre-bid meeting and the site visit may create confusion among bidders, limit effective participation, and result in unequal access to critical information. This could affect fairness, transparency, and competition in the procurement process.

Recommendation

The Entity should clearly specify the exact date, time, and venue for the pre-bid meeting and the site visit.

2.0 Whether the solicitation documents issued to the bidders were prepared in accordance with the provisions of the PPDA Act, Cap 205, PPDA Regulations 2023 and PPDA Guidelines.

2.1 Procurement of Compound cleaning services-The Authority found the following anomalies:

No.	Requirement in the solicitation document	Recommendations
	Bid Data Sheet	
1.	ITB 7.1 (Clarification). The clause does not specify the deadline by which bidders should submit requests for clarification.	The Entity should clearly indicate the final date for submission of clarification requests in ITB 7.1. This should ensure that bidders have sufficient time to seek clarifications, and the Entity can respond comprehensively and in a timely manner.

No.	Requirement in the solicitation document	Recommendations
2.	ITB 12.1(f) paragraph 5 (experience). The requirement for hospital cleaning experience strictly at the level of a District Hospital is restrictive. It excludes otherwise qualified firms that possess substantial cleaning experience in other large and complex facilities such as universities, factories, other health centres, among others which could be comparable in scope and complexity.	The Entity should broaden the requirement to include bidders with proven cleaning experience in facilities of comparable size and complexity to a District Hospital.
3.	GCC 20.1 (Completion). The contractual completion period is 36 months covering a period of three Financial Years. However, there is no confirmation from the Permanent Secretary/Secretary to Treasury that funding will be available across the three Financial Years.	The Entity should obtain clearance from the PS/ST confirming availability of funds across the three Financial Years to ensure the 36-month contractual completion period is fully financed and to mitigate risks of delays or disputes.
Evaluation Criteria and Methodology		
4.	Key personnel. The requirement on key personnel specifies that the service provider should deploy adequate and experienced staff. However, it does not define the minimum number of staff, the academic or professional qualifications required, or the expected level of experience.	The Entity should clearly define the requirements for key personnel, including the minimum number of staff, their qualifications, and the level of experience expected.

Implications

- The absence of clarity and completeness in the Bid Data Sheet (BDS) creates uncertainty among bidders, increases the risk of non-compliant submissions, and may lead to disputes, delays, or challenges in evaluation and contract execution. This also undermines transparency, competitiveness, and value for money in the procurement process.
- Gaps in the evaluation criteria may mislead bidders, cause challenges during evaluation and lead to submission of non-responsive bids.

2.2 PROCUREMENT OF DISPOSAL OF MEDICAL WASTE SERVICES-

The authority found the following anomalies:

2.2.1 The Entity used a non-consultancy service bidding document instead of a framework contracts bidding document

The Entity advertised the procurement to be under framework contract yet a non-consultancy bidding document was used instead of a framework bidding document. The cover page of the bidding document also denoted the service to be obtained under the framework arrangement

Implications

- Using an unsuitable bidding document can result in the omission of essential criteria tailored to the procurement, potentially compromising the integrity and effectiveness of the process
- Use of an inappropriate bidding document may lead to non-responsiveness from bidders which in turn may lead to low bidder participation.

Recommendation

The Entity should use the appropriate standard bidding document issued by the Authority for the respective procurement in accordance with regulation 33 of the PPDA (Rules and methods for procurements) Regulations, 2023 and clearly indicate the following below as per Guideline 10/2014, Guidance on use of Framework Contracts for procurement of supplies, works and non-consultancy services;

- i. An estimate of the duration for the service the Entity intends to buy.
- ii. The estimated unit costs (to be completed by bidders).
- iii. The estimated total bid price and price schedules should be based on the estimated quantity of supplies or services
- iv. The duration of the frame work contract e.g three months, six months, one-year etc should be clearly indicated.
- v. That payments shall be made against individual call-off orders.
- vi. The evaluation methodology should include among others, acceptable response times to call-off orders, delivery points.
- vii. The Statement of Requirements should provide sufficient information to enable bidders to efficiently and accurately prepare bids that are realistic and competitive and to ensure that bids meet the Procuring and Disposing Entity's needs.
- viii. The other documents forming part of the Contract are the call-off orders issued under the Contract.
- ix. A sample call-off order, which should be attached to the Agreement form, as an example of the call-off orders to be placed under the framework contract supported by a list of supplies, scope of work or terms of reference for the services and price schedule.
- x. The call-off order must be signed by the authorised signatory, who is defined in the Special Conditions of Contract



Moses Ojambo

FOR: EXECUTIVE DIRECTOR

- cc: Chairperson Contracts Committee
cc: Head, Procurement and Disposal Unit