



**PUBLIC PROCUREMENT AND DISPOSAL
OF PUBLIC ASSETS AUTHORITY**

"Procurement That Delivers"

Our Ref: PPDA/UCC/25

24th September 2025

The Accounting Officer
Uganda Communications Commission
P.O Box 23096

KAMPALA

BID PREPARATORY AUDIT REPORT

Reference is made to the above subject.

On 15th September 2025, the Public Procurement and Disposal of Public Assets Authority (PPDA) in accordance with Section 8 (1) (j) (i) of the PPDA Act Cap 205 conducted a bid preparatory audit for the following procurements for:

1. Supply of delivery and installation of ICT equipment for establishment of ICT laboratories in 13 Primary Schools across various Districts in Uganda - UCC/SUPLS/25-26/00002;
2. Supply, delivery and installation of ICT equipment for establishment of twenty-five (25) public access centers in various Districts in Uganda - UCC/SUPLS/25 26/00001;
3. Supply and delivery of 4,500 tablet devices for unserved and underserved households in 23 Districts - UCC/SUPLS/25-26/00004;
4. Consultancy services for the mid-term review of the UCUSAF IV strategic plan - UCC/CONS/25-26/00001; and
5. Provision of services for distribution of 4,500 tablet devices and digital literacy training in in 23 Districts - UCC/NCONS/25-26/00006.

The objective of the audit was to establish whether the Procuring and Disposing Entity satisfied the principles of transparency, accountability and fairness in accordance with the PPDA Act, Cap 205 and PPDA Regulations, 2023 in preparation of the solicitation document.

The Authority identified the following exceptions with regard to the solicitation documents for the attention of management as detailed below:

1.1 Margin of preference:

This was not provided for in the following procurements: -

- i. Supply, delivery and installation of ICT Equipment for establishment of ICT Laboratories in 13 Primary Schools across various Districts in Uganda;
- ii. Supply, delivery, and installation of ICT equipment for establishment of twenty-five (25) public access centers in various Districts in Uganda;
- iii. Supply and delivery of 4,500 tablet devices for unserved and underserved households in 23 Districts.

The Authority noted that a margin of preference was not provided for under Section II of the bidding document. The Bid Data Sheet (ITB 33.1) provided that a margin of preference **shall not**

Head Office
PPDA - URF Towers, Plot 39
Nakasero Road
P.O.Box 3925, Kampala Uganda
Tel: +256-414-311100
Email: info@ppda.go.ug

Western Regional Office
RDC's Building , Bishop Stretcher Road,
Opposite BOU Currency Centre, Mbarara-Kabale Road
P.O. Box 1353, Mbarara, Uganda,
Tel: +256-417-733800
Email: mbararaoffice@ppda.go.ug

Northern Regional Office
Plot 1, Lower Churchill Drive
P.O. Box 999, Gulu, Uganda
Tel: +256-417-432010
Email: guluoffice@ppda.go.ug

Eastern Regional Office
Oval Plaza, Plot 1, Court Road
P.O. Box 2173, Mbale, Uganda
Tel: +256-417-890100
Email: mbaleoffice@ppda.go.ug

apply as opposed to making it a requirement since the Open Domestic bidding method was used contrary to Section 62 (1a) of the PPDA Act, Cap 205 which provides that preference schemes shall be applied in respect of goods, works and non-consultancy services, where the open domestic or open international bidding methods are used, with a specified margin of preference being added during the financial comparison stage of the evaluation process to the evaluated price of the bid which does not qualify for preference.

The Head Procurement and Disposal Unit should revise the requirement by making margin of preference applicable in the bidding documents for purposes of attaining a competitive advantage to local firms in the event that foreign firms participate in accordance with Section 62 (1a) of the PPDA Act, Cap 205.

1.2 Requesting for a higher percentage of the Performance security

Guideline 3/2024 on Bid and Performance Securities issued by the Authority on 5th February 2024, requires that where performance security in form of a Bank Guarantee is required, it shall be expressed in the Special Conditions of Contract in the bidding document as a percentage of the contract price and shall not exceed 5% of the contract price.

The Authority noted that in ITB 19.1 of the bidding documents, the Entity required a bid security amounting to 10% of the contract price contrary to Guideline 3/2024 in the following procurements: -

- i. Supply of delivery and installation of ICT equipment for establishment of ICT laboratories in 13 Primary Schools across various Districts in Uganda;
- ii. Supply, delivery and installation of ICT equipment for establishment of twenty-five (25) public access centers in various Districts in Uganda;
- iii. Supply and delivery of 4,500 tablet devices for unserved and underserved households in 23 Districts; and
- iv. Provision of services for distribution of 4,500 tablet devices and digital literacy training in 23 Districts.

The Head Procurement and Disposal Unit should revise the requirement and ensure that the percentage of the performance security should not exceed 5% in accordance with Guideline 3/2024 on Bid and Performance Securities.

1.3 Omission of bid security in form of bid bonds

Guideline 3/2024 on Bid and Performance Securities issued by the Authority on 5th February 2024, requires bid security to be in form of a Bank Guarantee or bid bond.

The Authority noted that in ITB 19.1, the Entity considered a bid security only in the form of a bank guarantee which was contrary to Authority's Guideline in the following two procurements:

- i. Supply and delivery of 4,500 tablet devices for unserved and underserved households in 23 Districts; and
- ii. Provision of services for distribution of 4,500 tablet devices and digital literacy training in 23 Districts in Uganda.

The Head, Procurement and Disposal Unit should revise the requirement and provide for a bid security in all acceptable forms in accordance with Guideline 3/2024 on Bid and Performance Securities.

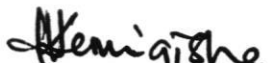
1.4 Inadequate Proposal Securing Declaration validity period

In the procurement of Consultancy services for the mid-term review of the UCUSAF IV Strategic Plan, the Authority noted that ITC 21.3 on validity of Proposal Securing Declaration requires the Proposal Securing Declaration to be valid until 28th December 2025 which does not make the minimum requirement of at least 28 working days, since the bid validity falls on 28th November 25. This is contrary to Regulation 63 (5) of the PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023 which requires that a bid security shall be valid for at least twenty-eight days after the expiry of the bid.

The Head, Procurement and Disposal Unit should ensure that the anomaly is rectified immediately and bidders notified of the changes.

The purpose of this letter is to forward the findings of the bid preparatory audit exercise for implementation.

The Authority recommends that the above findings are immediately rectified, necessary approvals obtained where applicable and bidders notified of the changes before bid closure.


Hilda K. Mwesigwa

FOR: EXECUTIVE DIRECTOR

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