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

Guideline issued by the Public Procurement and Disposal of Public Assets Authority under Section 60(5) and 134 of the Public Procurement Disposal of Public Assets Act, Cap. 205

Details covered in this Guideline:

Guideline Reference: 1/2026

Guideline Subject: Procurement of Aggregated Requirements

Commencement Date: 1st July 2026

Guidelines are distributed to all Accounting Officers who are responsible for distributing copies to the Contracts Committees User Departments and Procurement and Disposal Units of the Procuring and Disposing Entities.

This Guideline can be accessed on the PPDA website at www.ppda.go.ug

ARRANGEMENT OF PROVISIONS

Guideline Subject: **Procurement of Aggregated Requirements**

PART I PRELIMINARY

1.0 Application

1.1 This Guideline shall apply to procurement of aggregated procurement requirements as determined by the Secretary to the Treasury from the procurement plans submitted for each financial year using the national framework agreements to achieve economies of scale, value for money and operational efficiencies.

1.2 The aggregated procurement requirements shall be communicated by the Secretary to the Treasury in the budget execution circulars every financial year detailing the supplies or services, the lead and participating entities.

1.3 The beneficiary entities shall use the national framework agreements to place call off orders for their procurement requirements.

1.4 The Guideline shall apply to all procuring and disposing entities except for missions abroad and where it is expressly provided.

2.0 Interpretation

In these Guidelines unless the context otherwise requires: -

"Authority" means the Public Procurement and Disposal of Public Assets Authority.

"Beneficiary Entity" means a Procuring and Disposing Entity utilizing the national framework arrangement with providers through call off orders for acquisition its requirements.

"Call-off order" means an order/individual contract issued by a Beneficiary Entity for the acquisition of specified quantities of the supplies or performance of services under a national framework arrangement.

"Aggregated Procurement" means the consolidation of common procurement requirements from multiple Procuring and Disposing Entities (PDEs) into a single procurement process in order to achieve economies of scale, obtain better value for money, and reduce procurement costs.

"Aggregated requirements" means supplies and services determined by the Secretary to the Treasury for each financial year to be procured using the national framework agreements.

"Day" means working day.

"Lead Entity" means a Procuring and Disposing Entity managing and coordinating the procurement process for specific categories of requirements on behalf of other Procuring and Disposing Entities.

"Ministry" means the Ministry responsible for Finance.

"National Framework Agreement" means a high-level, overarching procurement arrangement established at a national level that allows procuring and disposing entities to procure goods or services using call off orders from approved providers under pre-agreed terms (such as price, quality, and delivery conditions) without having to undertake an individual procurement process every single time.

"National framework provider" means a provider that has been selected by the lead agency to provide goods or services to other procuring and disposing entities under a national framework agreement.

"Participating Entity" means a procuring and disposing entity that supports the lead entity in the procurement process for aggregated requirements leading to the national framework agreement.

PART II GENERAL PROVISIONS ON PROCUREMENT OF AGGREGATED REQUIREMENTS

3.0 Institutional Framework for Procurement of Aggregated Requirements

3.1 The Secretary to Treasury shall have the roles of:

i. Determining the procurement requirements to be aggregated for each financial year from the submitted procurement plans of the procuring and disposing entities.

ii. Providing oversight on the application of this guideline.

iii. Signing the national framework agreement on behalf of Government.

3.2 The Public Procurement and Disposal of Public Assets Authority shall be responsible for:

i. Advising the Secretary to Treasury on the procurement requirements to be aggregated.

ii. Approval of exceptions to the application of this guideline.

iii. Monitoring the compliance of procuring and disposing entities with the national framework agreements.

iv. Monitoring the implementation of this Guideline.

v. Review of the Guideline.

3.3 The lead entity shall be responsible for:

i. Determination of the procurement strategy for the procurement of the identified aggregated requirement as guided by the Secretary to the Treasury.

ii. Providing specialized and technical expertise in the determination of the statement of requirements, preparation of the bidding documents and evaluation of the bids.

iii. Initiating the procurement process using the technical department that would result into the national framework agreement for the identified supplies or services.

iv. Handling the administrative review applications.

v. Witnessing the signed national framework agreement by the Secretary to Treasury on behalf of Government.

3.4 The Beneficiary Entity shall be responsible for:

i. Submission of the procurement plans to the Secretary to the Treasury with a copy to the Authority from which the procurement requirements for aggregation shall be prepared.

ii. Submission of the specifications to the lead entity for the procurement requirements under aggregation.

iii. Initiation of procurement requisition before the call off order is issued.

iv. Managing the contract with the provider under the national framework agreement.

v. Payment of the national framework provider.

vi. Submission of any challenges with the national framework provider to the Authority.

PART III PROCUREMENT PLANNING

4.0 Preparation of the Annual Procurement Plan

4.1 All Procuring and Disposing Entities shall prepare and submit the annual procurement plans to the Secretary to Treasury and a copy to the Authority.

4.2 The Authority shall consolidate the procurement requirements from the different Entities that can be procured through aggregation and inform Ministry of Finance.

4.3 The lead entity shall conduct market research on an annual basis for the selected procurement requirements for aggregation.

4.4 The lead entity in consultation with the participating entity shall be responsible for provision of technical specifications.

PART IV BIDDING AND EVALUATION

5.0 Invitation of Bidders

5.1 The lead entity shall invite bids using the template prescribed by the Authority through the following methods:

i. Publication of a bid notice in a newspaper of wide national circulation or on the e-GP system; or
ii. Invitation of bidders on a shortlist;

5.2 The invitation shall clearly indicate that the lead entity intends to enter into national framework agreement(s) with the successful bidder(s) on behalf of government for the use by beneficiary entities.

5.3 The invitation shall state that the bids are for an estimated quantity of a procurement requirements under the national framework arrangement.

5.4 The bidding documents shall be prepared and issued by the lead entity clearly indicating the following:

i. Statement of requirements;
ii. Lots for the various categories of procurement requirements to the extent possible;
iii. Estimate of the quantities;
iv. The duration of the national framework arrangement;
v. Payments shall be made against call-off orders of the Beneficiary Entities;
vi. The evaluation methodology; and
vii. Sample call-off order forms.

5.5 Providers shall where applicable purchase the bidding documents from the Lead Entity upon payment of the prescribed fee.

5.6 The bidding documents shall require bidders to submit a sufficient number of bids including the original to be submitted to the Lead Entity. For a Lead Entity enrolled on the e-GP system, submission of bids shall be done on the e-GP system.

5.7 The bidding document shall incorporate Environmental, Social and Health (ESHS) aspects and define the minimum scoring criteria for ESHS aspects relevant to the requirement, ensuring compliance is quantifiable.

6.0 Bidding Period

6.1 The bidding period shall commence on the next preceding date after publication of the invitation and end on the deadline for submission of bids.

6.2 The minimum bidding period for procurement of supplies and/or services shall be as prescribed under the PPDA Regulations.

7.0 Pre-Bid Meetings

7.1 The Lead Entity may hold a pre-bid meeting on the date and time specified in the bidding document/notice.

7.2 Where holding a pre-bid meeting is required, it shall be held in the first ¼ of the bidding period and the date of the meeting shall be included in the bidding document to provide sufficient time to enable the bidder to participate or attend.

7.3 The minutes of a pre-bid meeting shall be submitted to the bidders who accessed the bidding documents or who were individually invited to bid.

8.0 Clarification

8.1 The requests for clarification shall be handled by the Lead Entity in accordance with the PPDA Act, Cap. 205 and applicable PPDA Regulations.

8.2 A request for clarifications by bidders and responses to the queries shall be submitted before or during the pre-bid meeting or within the time stated in the bidding document before the deadline for submission of bids.

8.3 Responses by the Lead Entity to requests for clarifications shall be done prior to expiry of the bidding period.

9.0 Amendment of Bidding Documents

Where the Lead Entity issues an addendum to the bidding documents and less than one third of the bidding period remains after issuance of the addendum, the Lead Entity shall extend the deadline for submission of bids.

10.0 Submission of Bids

10.1 Bidders shall prepare bids and submit the required documents if any, within the time specified in the bidding documents.

10.2 Submission of bids shall be done by an authorized representative of the bidder in order to have legal effect.

10.3 Any modification to the bid submitted shall be permitted provided it is undertaken prior to the bid submission deadline.

10.4 Bidders shall be permitted to withdraw or replace their bids prior to the submission deadline. Bidders who withdraw their bids after the deadline of bid submission shall have their bid securities forfeited.

10.5 Bidders shall submit bids in compliance with prescribed formats and within stated deadlines.

11.0 Opening of Bids

11.1 Bid opening shall be conducted by the Lead Entity in the presence of bidders' representatives who choose to attend. For a Lead Entity enrolled on the e-GP system, bids shall automatically open at the time of bid closure.

11.2 A record of the bid opening shall be prepared following the bid opening as per the applicable Regulations.

12.0 Evaluation of Bids

12.1 Members of the Evaluation Committee shall be constituted by the Lead Entity in accordance with the PPDA Act, Cap 205 and applicable Regulations and shall include members of the Participating Entity. The Lead Entity may co-opt members from other Entities to form part of the Evaluation Committee.

12.2 Evaluation shall be managed by the Lead Entity in collaboration with the Participating Entity and shall be undertaken in accordance with the evaluation methodologies recognized by the PPDA Act, Cap. 205 and its Regulations.

12.3 The Best Evaluated Bidder (s) shall be determined based on the criteria published in the bidding documents and in line with the applicable evaluation methodology.

13.0 Negotiations

13.1 The Lead Entity may conduct negotiations with the Best Evaluated Bidder(s) in accordance with the provision of the PPDA Act, Cap 205 and the applicable Regulations.

13.2 The negotiation team shall be appointed and approved by the Contracts Committee of the Lead Entity and may include members from the Participating Entity.

14.0 Contracts Committee Approval

14.1 Submissions by the Procurement and Disposal Unit of the Lead Entity to the Contracts Committee shall be approved within 10 working days.

14.2 Where the Contracts Committee is unable to approve the submissions within the stipulated time, the Committee may with justification request for extension of time from the Accounting Officer of the Lead Entity.

PART V AWARD AND CONTRACTING

15.0 Award and Notification of Best Evaluated Bidder(s)

15.1 Approval of the Evaluation Report shall be undertaken by the Contracts Committee of the Lead Entity.

15.2 The Accounting Officer of the Lead Entity shall communicate the decision to award to the Best Evaluated Bidder(s) and shall send copies to all bidders that submitted bids.

15.3 Multiple providers per category shall be awarded framework Agreements by the Lead Entity to ensure competitive pricing and provider availability.

16.0 Notice of Best Evaluated Bidder

The notice of the Best Evaluated Bidder shall be displayed for ten working days by the Lead Entity on the Lead Entity's notice board, and the Authority's website.

17.0 Administrative Review

17.1 An aggrieved bidder shall initiate an Administrative Review or complaint of the procurement process to the Accounting Officer of the Lead Entity that published the notice during the Best Evaluated Bidder Notice period in accordance with the provisions of the PPDA Act Cap 205 and the Regulations.

17.2 A complaint to the Accounting Officer shall be made in writing in accordance with the provisions of the PPDA Act Cap 205 and the Regulations and upon payment of the prescribed administrative review fees. The process shall be halted upon initiation of the administrative review process.

17.3 In case of dissatisfaction with the Lead Entity's decision, the aggrieved bidder shall review the decision and forward their complaint to the PPDA Appeals Tribunal in accordance with the provisions of the PPDA Act Cap 205 and the Regulations.

17.4 Where the complaint is submitted to the PPDA Appeals Tribunal, the process shall remain halted until determination by the Tribunal.

18.0 Attorney General's Clearance of Agreement

18.1 Upon expiry of the Best Evaluated Bidder Notice, where there is no administrative review, the national framework agreement shall be submitted by the Lead Entity to the Attorney General for clearance before signature of the contract.

18.2 Once the national framework agreement has been approved by the Attorney General, the call-off orders of the Beneficiary Entities shall not require subsequent approval.

19.0 Signing National Framework Agreements

19.1 Upon approval by the Attorney General, the Lead Entity shall submit the framework agreement to the selected providers for signature.

19.2 Where provider fails to sign the framework agreement, the Lead Entity shall take appropriate action, which may include awarding to the next ranked bidder, re-tendering, cancellation of the procurement process, and recommending such a provider to the Authority for suspension.

19.3 The Beneficiary Entities shall issue call-off orders to the providers under the signed national framework agreement without undergoing a fresh procurement process. Copies of the call-off orders issued shall be submitted to the Lead Entity.

PART VI CONTRACT MANAGEMENT

20.0 Nomination of Contract Managers or Teams

20.1 Each Beneficiary Entity shall nominate and approve a Contract Manager or Contract Management Team responsible for ensuring that contract execution of the call off order is carried out in accordance with the terms and conditions of the contract.

21.0 Preparation and approval of contract management plans

The Contract Manager or Team shall prepare a Contract Management Plan using the prescribed template setting out the responsibilities, timelines, and performance standards of the contract.

22.0 Payment of the provider and Monitoring of contract performance

22.1 The Beneficiary Entity shall pay the provider for the supplies and/or services rendered in a timely manner in accordance with the agreed terms.

22.2 The Beneficiary Entity shall continuously monitor contract performance against the agreed obligations.

22.3 Monitoring shall include the review of reports, meetings with providers, and documentation of performance against the contract management plan.

23.0 Amendments, variations, and change orders

23.1 All amendments, variations, and change orders to the issued call-off-order shall be carried out in accordance with the law. The variations shall not affect the functional specifications in the national framework agreements.

23.2 Each amendment shall be documented, justified, and form part of the contract record.

PART VII MISCELLANEOUS

24.0 Exceptions to use of national framework arrangement

24.1 A Procuring and Disposing Entity may undertake procurement instead of utilizing the national framework arrangement in the following circumstances:

i. Where the procurement requirement is under an emergency and the timeline for accessing the national framework arrangement would compromise service delivery, public safety, or operational continuity; OR where the national framework arrangement has expired, been suspended or terminated;

ii. Where the requirement has specialized technical specifications, quality standards, or functional requirements that differ materially from those available under the national framework arrangement;

iii. Where the beneficiary entity can demonstrate, through documented market survey to the Secretary to Treasury, that alternative procurement would achieve lower costs, better delivery time, better quality, improved delivery terms, or superior overall value compared to the national framework arrangement; or

iv. Where the procurement is subject to specific legal obligations, development partner conditions requirements that are incompatible with the national framework arrangement terms or procedures.

24.2 All exceptions under 24.1 above shall require:

i. Written justification clearly stating:
   a) The specific exception being invoked;
   b) Detailed circumstances necessitating the exception;
   c) Evidence supporting the exception (market survey, provider performance records, technical analysis, etc.);
   d) How the alternative procurement shall achieve value for money;

ii. Approval by the Authority.

24.3 The following shall not constitute valid exceptions:

i. Administrative convenience, preference for established providers, or reluctance to use Framework procedures;
ii. Unfamiliarity with national framework arrangement terms or procedures;
iii. Unwillingness to coordinate with Lead Entity or national framework providers;
iv. General dissatisfaction with national framework providers without specific, documented evidence of poor performance or breach of contract;
v. Desire to favor specific providers, or service providers not included in the national framework arrangement;
vi. Failure to plan procurement activities in a timely manner (except in genuine emergencies beyond the Beneficiary Entity's reasonable control);
vii. Perception that alternative procurement is "easier" or "faster" without comparative analysis demonstrating actual benefits.

24.4 The Beneficiary Entity shall maintain complete records of all exceptions invoked, including justifications, approvals, procurement outcomes, and evidence demonstrating that the exception achieved the intended benefits.

24.5 The Authority may, upon review of an exception require additional justification, supporting documentation, or clarification. The Authority shall thereafter approve or reject the exception (with or without conditions) and, where necessary, require the Beneficiary Entity to utilize the national framework arrangement;

24.6 Where the Authority finds that an exception was improperly invoked or approval was granted without adequate justification, the Authority may direct the Beneficiary Entity to utilize the national framework arrangement for future similar requirements and recommend corrective measures.

24.7 The Authority shall maintain a central register of all exceptions granted under this clause and periodically analyze exception trends to identify systemic gaps in national framework arrangement. The exception data shall be used to inform improvements to the existing design of the national framework arrangement.

24.8 Procurement undertaken without invoking a valid exception or without obtaining required approvals may be subject to sanctions under the PPDA Act and Regulations.

25.0 Period of the national framework agreement

The national framework agreements shall be for a minimum period of one (1) year and a maximum of three (3) years.

26.0 Preservation of electronic procurement records

The Lead Entity and Beneficiary Entity shall preserve the records processed during aggregated procurement for a period not less than seven years from the fulfillment of the obligations between the parties.

27.0 Transition

This guideline shall not be applicable to a procurement process for an aggregated requirement which was commenced prior to the coming into force of this guideline.

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Julius K. Ishungisa
BOARD CHAIRMAN

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Canon Benson Turamye
EXECUTIVE DIRECTOR

24th June 2026
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DATE