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 134 of the Public Procurement Disposal of Public Assets Act, Cap. 205

Details covered in this Guideline:

Guideline Reference:	**2/2026**
Guideline Subject:	**PPDA (Electronic Government Procurement) Guideline**
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Guidelines are distributed to all Accounting Officers who are responsible for distributing copies to the Contracts Committee and members of the Procurement and Disposal Unit of the Procuring and Disposing Entity

This Guideline can be accessed on the PPDA website at <u>www.ppda.go.ug</u>

LIST OF ACRONYMS

BEB	Best Evaluated Bidder
e-GP	Electronic Government Procurement
ICT	Information and Communication Technology
PDE	Procuring and Disposing Entity
PDU	Procuring and Disposing Unit
PPDA	Public Procurement and Disposal of Public Assets Authority
PPDA Act	Public Procurement and Disposal of Public Assets Act
SSA	Super System Administrator

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Guideline Subject: PPDA (Electronic Government Procurement) Guideline

PART I - PRELIMINARY

1.0 Application

1.1 The Guideline shall apply to procurement and disposal processes conducted by procuring and disposing entities enrolled on the Electronic Government Procurement System.

1.2 Deviation from use of the e-GP System shall be effected only after the prior written approval of Ministry responsible for finance.

2.0 Interpretation

In this Guideline unless the context otherwise requires -

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

"day" means working day.

"e-Government Procurement (e-GP)" means the use of information and communication technology especially internet to conduct an end-to-end government procurement and disposal process online with processes including planning, initiation, bidding, evaluation, award, contract management, invoicing, payment and reporting.

"e-Government Procurement System" means to a web-based tool used to carry out electronic procurement and disposal.

"electronic signature" or "e-Signature" means a signature in electronic form attached to or logically associated with an electronic record, in the form of electronic symbol or a process or a set of codes attached to or logically associated with documents, and executed, adopted or agreed upon by a person with the intent to sign the documents and is equivalent to the physical handwritten signature. An electronic signature is intended to provide a secure and accurate identification method for the signatory to provide a seamless transaction.

"electronic" means any electrical, digital, magnetic, optical, electromagnetic or other form of technology that entails capabilities similar to these technologies.

"malware" means any form of hostile or intrusive software, including but not limited to computer viruses, worms, trojan horses, ransomware, spyware, adware, scareware, or other malicious programs. It includes executable code, scripts, active content, and other software;

"ministry" means the Ministry responsible for Finance.

"password" means the secret information in the form of characters which, in combination with the User Identification allows the bidder to be authenticated by the e-Government Procurement System server;

"person" means human or artificial persons and includes an individual, sole proprietorship, partnership, company, cooperative society that wish to participate in procurement or disposal proceedings.

"provider registration" means the process by which a provider registers its interest to participate in the procurement or disposal processes of procuring and disposing entities using the e-GP System;

"records" includes electronic and manual archives containing the data, documents and information relating to e-procurement procedures;

"Super Administrator" means a designated person with rights to all key settings in the e-GP System.

"PDE System Administrator" means a designated person to support the e-GP System on behalf of other users to ensure that it is configured in its original state.

PART II - GENERAL PROVISIONS ON E-GP

3.0 Institutional Framework for e-GP

3.1 The Secretary to Treasury shall set standards and practices for the implementation and performance of e-GP System and shall have powers for approval of exceptions to use of the System.

3.2 The Procuring and Disposing Entity (PDE) enrolled on the e-GP System shall undertake the procurement processes and procedures for the supply of goods, works and services and the disposal of public assets using the System.

3.3 Procuring and disposing entities enrolled on the e-GP System, the Attorney General, Accounting Officer, Contracts Committee, Evaluation Committee, Negotiation Team, Procurement and Disposal Unit and User Department, Internal Audit, User Departments, Heads of Department, Budget Managers, and other designated officers, over sight agencies, suppliers and development partners shall perform their roles and responsibilities in respect to procurement and disposal using the e-GP System.

3.4 The Authority shall undertake compliance monitoring and oversight of procurement and disposal proceedings on the e-GP System to ensure compliance with the legal framework. The Authority shall also undertake provider registration and management of the list of suspended providers within the e-GP System.

4.0 Access to the e-GP System

(i) To access relevant information and carry out transactions on the System, a user account shall be created in any of the following ways:
   (a) PDE System Administrator accounts created by the System Super Administrator;
   (b) PDE portal users that are created by the PDE System Administrator; and
   (c) Self-registration by providers.

(ii) Access shall be restricted to information relevant to the user's assigned roles.

4.1 Super System Administrator (SSA)

(i) There shall be one Super System Administrator responsible for all configurations of the e-GP System and the overall management of System users.

(ii) The Super System Administrator shall have authority to create and modify users and their roles, including PDE, PDE Administrators, oversight agencies, the Attorney General, the PPDA Appeals Tribunal, development partners, and other designated users.

(iii) The Super System Administrator shall set and manage System parameters including procurement categories, methods, thresholds, lead times, user roles and permissions, accreditation, e-catalogue management, and password settings.

(iv) The SSA shall maintain an activity log of all the actions undertaken on the e-GP System.

4.2 Procuring and Disposing Entity System Administrator

(i) Each procuring and disposing entity shall designate a PDE System Administrator responsible for creating and managing user accounts, departments, branches, and regional offices within the entity. The PDE System Administrator shall have authority to assign roles to users, and to deactivate accounts where necessary, with reasons duly recorded.

(ii) The PDE Administrator shall ensure that all changes and actions taken on user accounts are recorded in an activity log for accountability.

4.3 Procuring and Disposing Entity Registration

(i) The Super System Administrator shall be responsible for registering a PDE on the e-GP System and capturing all mandatory details of each entity.

(ii) Each PDE shall upload its official logo and any required authorization letters at registration.

(iii) The PDE shall ensure that all user registrations and subsequent changes are duly authorized, recorded, and maintained in the system for audit and compliance purposes.

4.4 Provider Registration and Fees to be Paid

(i) Providers shall register on the e-GP System in order to participate in the procurement or disposal processes of procuring and disposing entities.

(ii) A provider that is suspended by the Authority or an international agency to which Uganda is a member shall not be registered on the e-GP System.

(iii) Providers shall pay a fee for registration on the e-GP System which registration shall be valid for a period of twelve calendar months.

(iv) The fee paid in paragraph (iii) above shall be collected through the Uganda Revenue Authority payment system or any other mechanism prescribed.

(v) The registration shall be undertaken through an online centralized registration system of the e-GP which shall be approved by the Authority.

(vi) The provider registered on the e-GP System shall comply with the system requirements at the time of registration and during the use of the system.

(vii) A sub-contractor shall be registered as an individual provider prior to participation as a sub-contractor of another bidder.

(viii) Joint ventures shall be required to register on the e-GP System prior to submission of bids on the System.

4.5 Development Partner Access

Development partners shall be provided with access to the e-GP System to interface or integrate with it their procurement systems, upload bidding documents and review the procurements of the projects.

4.6 Oversight Agencies

Oversight bodies shall be registered on the e-GP System and shall have access to view procurement and disposal records for purposes of monitoring and compliance.

PART III - PROCUREMENT PLANNING AND INITIATION

5.0 Preparation of the Procurement and Disposal Plan

5.1 The Procurement and Disposal Plan shall be created, reviewed, and published within the e-GP System in accordance with the PPDA Act and as prescribed by the Authority.

5.2 Where amendments are made to the published plan, these shall automatically be updated by the System.

5.3 Emergency procurements shall be undertaken off the System and the records subsequently uploaded in the contract management module.

6.0 Procurement and Disposal Initiation/Requisitioning

Requisitions shall only be initiated against approved items in the Procurement Plan. The Accounting Officer shall have final authority to approve or reject requisitions, subject to budget confirmation through the respective financial management systems.

7.0 Preparation of Bidding Documents

Bidding documents shall be prepared and published within the e-GP System using Smart Standard Bidding Documents in line with the PPDA Act, Regulations and Guidelines.

PART IV - BIDDING AND EVALUATION

8.0 Invitation of Bidders

8.1 A PDE shall invite bids using the online template in the e-GP System through the following methods:

(i) by publication of a bid notice on the System;

(ii) by invitation of bidders on the shortlist on the e-GP System; or

(iii) by direct invitation of a single provider on the e-GP System.

8.2 Prequalification for a group of contracts shall not be undertaken by PDEs. The shortlist for the restricted methods of procurement shall be developed from the providers registered on the System.

8.3 A minimum of six bidders shall be shortlisted under the Quotation and Restricted Bidding methods of procurement and three bidders under micro procurement. For avoidance of doubt, PDEs can shortlist more than six bidders or three bidders respectively. Where an Entity is unable to shortlist the minimum, approval shall be sought from the Contracts Committee to approve a shortlist of less than the minimum under the quotation and restricted bidding methods.

8.4 Providers shall have access to the bidding documents published on the e-GP System.

8.5 The requirement for a bidder to request and pay for the bidding document shall apply for procurements and disposals undertaken using the e-GP System. Bidding fees shall be standardised on the System as UGX 100,000 (One Hundred Thousand Uganda Shillings).

9.0 Bidding Period

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

9.2 The maximum bidding periods for procurement of supplies, works and services shall be:

(i) ten working days for Open Bidding method;

(ii) five working days for Restricted Bidding method;

(iii) five working days for Quotations/Proposals method;

(iv) ten working days for prequalification for a specific procurement under the open bidding method of procurement; and

(v) five working days for the micro and direct procurement methods.

9.3 In exceptional circumstances, where the bidding period in Clause 9.2 is not sufficient, the bidding period may be extended with approval of the Contracts Committee.

10.0 Pre-Bid Meetings

10.1 A PDE may hold pre-bid meetings physically or virtually on the date and time specified in the bidding document/notice.

10.2 Where holding a pre-bid meeting is required, it shall be held in the first quarter of the bidding period and the date of the meeting including the channel or web-based tool shall be included in the bidding document to provide sufficient time to enable the bidders to participate or attend.

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

10.4 Queries/Clarifications/Responses relating to the bidding document shall be posted online before or during or after pre-bid meeting.

10.5 Notwithstanding the above, clarifications and queries relating to the bid document may be sought online till the last date and time specified in the bidding document.

11.0 Clarification

11.1 The clarifications shall be undertaken electronically in accordance with the PPDA Act, Cap. 205 and applicable PPDA Regulations.

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

11.3 All the participating bidders shall be able to view the request and response to the clarification request.

11.4 Responses by the PDE to requests for clarifications issued prior to expiry of the bidding period.

12.0 Amendment of Bidding Documents

12.1 In case of amendment, a PDE shall issue an addendum electronically and publish it in the related section of the e-GP System, send the addendum via automated electronic means (i.e., email) and make available online in the e-GP System the information to the public and the prospective bidders.

12.2 The requirement of obtaining physical proof of receipt of the addendum by a bidder shall not apply to procurements and disposals conducted on the e-GP System.

12.3 Bidders shall receive an email from the System on amendments to the bidding document while other providers shall have access to view the amendments on the bid notice.

12.4 Where an addendum is issued and less than one third of the bidding period remains after issuance of the addendum, the PDE shall extend the deadline for submission of bids which should be within the maximum bidding period under Clause 9.2.

13.0 Submission of Bids

13.1 Bidders shall prepare bids and submit them within the time specified in the bidding documents.

13.2 Submission of bids shall be done by an authorized representative of the bidder on the System.

13.3 Any modification to the bid submitted in the e-GP System shall be permitted provided it is undertaken prior to the bid submission deadline.

13.4 Bidders shall be permitted to withdraw or replace their bids prior to the submission deadline through the e-GP System. Bidders who withdraw their bids after the deadline of bid submission shall forfeit their bid securities.

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

13.6 Bidders with invalid requirements will not be allowed proceed with bid submissions.

13.7 All bids shall be encrypted upon submission and automatically decrypt at bid opening.

13.8 Bids submitted online shall be scanned for malware by the System before being accepted onto the System.

13.9 A bidder shall instantly be notified where the bid is rejected due to threats of malware.

13.10 A PDE shall accept only those bids in electronic format in the e-GP System received within the bid submission deadline and shall issue an electronic receipt of bids submitted indicating the date and time of receipt.

13.11 A provider shall submit original hard copies of the bid securities to the entity where applicable within the time of bid submission. Where electronic versions of bid securities and powers of attorney are issued, these shall be submitted on the e-GP System.

13.12 Where there are System failures before the time of bid submission, the entity shall extend the submission time by a maximum of 48 hours from the time the System is restored.

14.0 Extension of Bid Validity period

Within 15 working days prior to the expiry of the bid validity period, alert notifications shall be sent to the bidders to extend their bid validity period and to Head Procurement and Disposal Unit to request bidders to extend their bid validity period.

15.0 Opening of Bids

15.1 Online submissions shall be kept encrypted in the e-GP System database.

15.2 The encrypted bids shall not be accessible to any person until the day and time of bid opening indicated in the invitation notice or bidding document in accordance with the local time zone.

15.3 The System shall automatically open the bid within two minutes from time of bid closure. Bid opening reports shall be generated and published for public access in the prescribed template in accordance with the applicable Regulations.

15.4 Bid opening information shall be viewed online by bidders.

15.5 All bids shall be readable through open standard interfaces and formats.

15.6 The financial proposals in electronic format shall only be accessed and opened after the technical evaluation of the proposals where so required in the bidding documents.

15.7 Where the bidding document requires a two-stage bid submission method, the financial bids shall remain encrypted during the technical evaluation.

16.0 Evaluation of Bids

16.1 Members of the Evaluation Committee shall be constituted in accordance with the PPDA Act and applicable Regulations.

16.2 Evaluation shall be concluded within the following time period in accordance with the type of procurement:

(i) five working days from the date of the opening of the bids, for the procurement of supplies or non-consultancy services;

(ii) ten working days from the date of opening of the bids, for the evaluation of bids for the procurement of works;

(iii) fifteen working days from the date of the opening of the bids, for technical evaluation of consultancy services; and

(iv) two working days from the date of opening of the bids, for financial evaluation of consultancy services.

16.3 In case of failure to complete evaluation within the prescribed period, the Evaluation Committee may with justification request for extension from the Accounting Officer.

16.4 The Evaluation Committee members shall undertake evaluation on the e-GP System either at the same location or different locations. For avoidance of doubt, the Committee may not necessarily be in the same location to access the System.

16.5 Evaluation shall be undertaken in accordance with the evaluation methodologies recognized by the PPDA Act, Cap. 205 and its regulations.

16.6 The eligibility criteria for bidders shall be automatically verified and manual assessment of criteria that is not linked to the System integration shall be undertaken and the decisions recorded.

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

16.8 Evaluation reports shall be generated and submitted to the Contracts Committee for approval.

17.0 Negotiations

17.1 The PDE may conduct negotiations and upload the negotiation report onto the e-GP System.

17.2 The negotiation team shall be appointed and approved on the e-GP System, the conducting and concluding of the negotiations shall be done through an online meeting and minutes shall be generated and uploaded.

17.3 Negotiations shall be concluded within five working days. This period may be extended with justification.

17.4 All stakeholders in the process shall be able to access and view the negotiation report after its approval.

18.0 Contracts Committee Approval

18.1 Submissions by the PDU to the Contracts Committee shall be approved within five working days.

18.2 In case of an emergency and the Contracts Committee is unable to approve the procurement, the Accounting Officer shall approve the procurement which shall proceed to its logical conclusion without Contracts Committee approval.

PART V - AWARD AND CONTRACTING

19.0 Award of Contracts and Notification of Best Evaluated Bidder

19.1 The decision of the Contracts Committee shall be submitted to the Accounting Officer.

19.2 The Accounting Officer shall communicate the decision to award to the best evaluated bidder electronically on the e-GP System using the standard BEB notice template and this shall be copied to all bidders that submitted bids.

19.3 The requirement for the procuring and disposing entity to have proof of receipt of the notice of the best evaluated bidder shall not apply to procurements undertaken using the e-GP System.

20.0 Notice of Best Evaluated Bidder

20.1 The notice of the Best Evaluated Bidder shall vary depending on the method procurement as follows:

(i) five working days for open bidding; and

(ii) three working days for restricted and quotation methods of procurement.

20.2 Clause 20.1 shall not apply where the direct method of procurement is used.

21.0 Attorney General's Clearance of Contract

21.1 Upon expiry of the Best Evaluated Bidder Notice and where there is no administrative review and Attorney General clearance required, the procuring and disposing entity shall proceed to electronically or digitally sign the contract.

21.2 Where Attorney General's clearance of the contract is required, the procuring and disposing entity shall obtain approval before the contract signature.

22.0 Signing Contracts

22.1 Contract signing shall only proceed after confirmation of availability of funds or confirmation of funding by the Secretary to Treasury for multi-year contracts.

22.2 Where a provider fails to sign the contract within three days, the procuring and disposing entity shall take appropriate action, which may include awarding to the next ranked bidder, re-tendering, cancellation of the procurement process, or recommending suspension of the provider.

PART VI - CONTRACT MANAGEMENT

23.0 Nomination of Contract Managers or Teams

23.1 For each contract, the User Department shall nominate for approval of the Accounting Officer, a Contract Manager or Contract Management Team responsible for ensuring that contract execution is carried out in accordance with the terms and conditions of the contract.

23.2 The Contract Manager or Team may include members from multiple entities, and may co-opt additional members or firms as necessary depending on the complexity of the contract.

24.0 **Preparation and Approval of Contract Management Plans**

The Contract Manager or Team shall prepare a contract management plan on the System setting out the responsibilities, timelines, milestones and performance standards of the contract and get the necessary approvals.

25.0 Monitoring of Contract Performance

25.1 The Contract Manager shall continuously monitor contract performance against the agreed obligations.

25.2 Monitoring shall include the review of reports, meetings with providers, and documentation of performance against the contract management plan. For activities done off the System the reports and/or minutes of the meetings shall be uploaded on the System.

26.0 Amendments, Variations, and Change Orders

26.1 All amendments, variations, and change orders to a contract shall be carried out in accordance with the PPDA Act and Regulations.

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

27.0 Management of Lotted Procurements

In case of lotted procurements, each lot or combination of awarded lots shall be treated as an independent contract and managed separately. All contractual obligations, performance monitoring, and payments shall be carried out distinctly for each lot.

PART VII - ADMINISTRATIVE REVIEW

28.0 Administrative Review at Accounting Officer level

28.1 An aggrieved bidder shall initiate an Administrative Review or complaint of a given process to the Accounting Officer of the procuring and disposing entity that published the notice during the Best Evaluated Bidder Notice period in accordance with the provisions of the Act and the Regulations.

28.2 A complaint to the Accounting Officer shall be made on the System in accordance with the provisions of the Act and the Regulations and upon payment of the prescribed administrative review fees. The process shall be halted by the Accounting Officer upon initiation of the administrative review process.

28.3 In case of dissatisfaction with the procuring and disposing entity's decision or where the procuring and disposing entity does not respond to the complaint in time, the aggrieved bidder shall submit their complaint to the PPDA Appeals Tribunal with the timelines provided by the Act and the Regulations.

28.4 Where the bidder is satisfied with the administrative review, the System shall indicate closure of the contract, and the process shall proceed to contract signing.

29.0 Complaint to the PPDA Appeals Tribunal

Where the complaint is forwarded to the PPDA Appeals Tribunal, the process that had been halted under Clause 28.2 shall remain halted and the appeals tribunal registrar shall be notified. PPDA Tribunal proceedings shall be offline but the decision shall be uploaded on the System.

PART VIII - DISPOSAL OF PUBLIC ASSETS

30.0 Nomination of Board of Survey

The Accounting Officer shall nominate a Board of Survey or user department to identify the public assets to be disposed of. The Board of Survey shall be comprised of persons from the same entity or outside the Entity.

31.0 Preparation and Approval of Annual Disposal Plans

31.1 The PDU shall upload the validated disposal plan in the accepted format.

31.2 The appropriate method of disposal under the PPDA Act shall be used for disposal process.

32.0 Amendment of the Disposal Plans

The disposal plan may be amended by the Accounting Officer where necessary and the amendment shall require an updated Board of Survey report that shall be uploaded on the System.

PART IX - MISCELLANEOUS

33.0 Limitation of Providers from Participating in a Process Under the e-GP System

Providers suspended by the Authority or debarred by an international agency of which Uganda is a member shall not participate in the procurement or disposal proceedings on the e-GP System during the period of suspension.

34.0 Exceptions to use of the e-GP System

34.1 A procuring and disposing entity may undertake procurement off the e-GP System in the following circumstances:

(i) Documented, verified, and sustained System failure where the e-GP System is unavailable due to technical failures, scheduled maintenance, or network issues that prevent access;

(ii) Emergency situations such as humanitarian crises: epidemics, or pandemics, natural/man-made disasters: floods, fires, earthquakes, volcanic eruptions, or accidents, critical Infrastructure failure: sudden breakdown of security systems, hospitals, roads, bridges, or water/sewerage installations, political Emergencies: war, civil uprisings, or terrorist attacks and unforeseen security Risks: situations that threaten personnel or government operations.

(iii) Specialized procurements where the technical specifications, quality requirements or functional requirements cannot be accommodated on the e-GP System.

(iv) Where a procurement is subject to specific legal obligations, donor conditions, development partner requirements, or government policy directives that are incompatible with conduct of the procurement on the e-GP System.

(v) Any other circumstance where the procuring and disposing entity can demonstrate with documented evidence and comparative analysis that undertaking the procurement off the e-GP System better serves the public interest, achieves superior value for money, or addresses critical operational needs that the e-GP System cannot accommodate.

34.2 All exceptions under 34.1 above shall require written justification clearly stating the specific exception being invoked; detailed circumstances necessitating the exception; evidence supporting the exception (market survey, supplier performance records, technical analysis, etc.) and how procurement off the e-GP System will achieve value for money.

34.3 The exceptions shall require approval by the Ministry of Finance, Planning and Economic Development.

34.4 The procuring and disposing entity shall notify the Authority of the approval within seven (7) working days of approval, including copies of the justification and approval documents.

34.5 The procuring and disposing entity shall maintain complete records of all exceptions invoked, including justifications, approvals, procurement outcomes, and evidence demonstrating that the exception achieved the intended benefits.

34.6 The Ministry of Finance, Planning and Economic Development may, upon review of an exception require additional justification, supporting documentation, or clarification. The Ministry shall thereafter approve or reject the exception (with or without conditions) and, where necessary, require the procuring and disposing entity to undertake the procurement using the e-GP System.

34.7 The Ministry shall maintain a central register of all exceptions granted under this clause and periodically analyze exception trends to identify systemic gaps in e-GP System. The exception data shall be used to inform improvements to the existing design of the System.

34.8 All procuring and disposing entities shall report exceptions invoked under this clause in their reports to the Authority. The Authority may require additional reporting or conduct audits of exceptions to ensure compliance with this Guideline.

34.9 Procurement undertaken off the e-GP System without invoking a valid exception or without obtaining required approvals may be subject to sanctions under the PPDA Act and Regulations.

35.0 Preservation of Electronic Records

The responsible Entity shall preserve the electronic records processed by the e-GP System for a period not less than seven years from the fulfillment of the obligations between the parties.

36.0 Revocation of Guideline No. 1 of 2020 and Transition

36.1 PPDA (Electronic Government Procurement) Guideline No.1 of 2020 is revoked.

36.2 This guideline shall not apply to procurements or disposals where bids were advertised or invited but had not been received prior to the commencement date 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