

Ministry of Finance, Planning and Economic Development

Procurement Policy and Management Department

National Sustainable Public Procurement Strategy for Uganda

FY 2026 - 2030

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Executive Summary

The **Sustainable Public Procurement (SPP) Strategy 2026–2030** provides the national framework for integrating economic, environmental, social, and governance considerations into public procurement across all Government Procuring and Disposing Entities (PDEs). It recognises public procurement as a strategic tool for achieving value for money while promoting sustainable development, responsible markets, climate resilience, social inclusion, innovation, and good governance.

Aligned with **Uganda Vision 2040**, the **National Development Plans**, the **National Public Sector Procurement Policy**, the **PPDA legal framework**, the **National Green Growth Development Strategy,** and **Sustainable Development Goal (SDG) 12.7**, the Strategy aims to institutionalise sustainability throughout the procurement cycle.

The Strategy is based on four sustainability pillars:

- **Environmental sustainability** through resource efficiency, climate resilience, circular economy practices, and responsible resource management;
- **Social sustainability** through decent work, gender equality, disability inclusion, youth empowerment, and ethical supply chains;
- **Economic sustainability** through life-cycle value for money, innovation, local content, and MSME development; and
- **Governance sustainability** through transparency, accountability, integrity, digital procurement, and effective risk management.

Implementation is guided by seven strategic directions that focus on strengthening governance, enhancing the legal and regulatory framework, building institutional capacity, promoting sustainable markets and supplier development, improving stakeholder engagement, establishing robust monitoring and evaluation systems, and fostering research and innovation.

The Strategy will be implemented under the leadership of the **Ministry of Finance, Planning and Economic Development,** in collaboration with the **Public Procurement and Disposal of Public Assets Authority (PPDA)** and other stakeholders, through a costed Action Plan with clear responsibilities, timelines, performance indicators, and resource requirements. Success will depend on sustained political commitment, adequate financing, institutional collaboration, digital procurement systems, and continuous capacity development.

By embedding sustainability into procurement planning, sourcing, contract management, and performance reporting, the Strategy seeks to transform public procurement into a catalyst for sustainable national development, delivering greater

value for public expenditure, supporting inclusive economic growth, protecting the environment, strengthening procurement governance, and contributing to Uganda's national and international sustainable development commitments.

List of Abbreviations and Acronyms

FY	Financial Year
ERM	Enterprise Risk Management
IGG	Inspectorate of Government
ISCM-U	Institute of Supply Chain Management of Uganda
M&E	Monitoring and Evaluation
MoFPED	Ministry of Finance, Planning and Economic Development
NEMA	National Environment Management Authority
NDP IV	Fourth National Development Plan
NPSPP	National Public Sector Procurement Policy
OAG	Office of Auditor General
OPM	Office of Prime Minister
PDEs	Procuring and Disposing Entities
PESTEL	Political, Economic, Social, Technological, Environmental and Legal Analysis
PPDA	Public Procurement and Disposal of Public Assets Authority
PPMD	Procurement Policy and Management Department
SDGs	Sustainable Development Goals
SPP	Sustainable Public Procurement
SWOT	Strength, Weaknesses, Opportunities and Threats
UNBS	Uganda National Bureau of Standards
UN	United Nations

1.0 Introduction

The Government of Uganda executes approximately 55% of the national budget through the procurement of goods, works, and services, equivalent to an estimated 30% of Gross Domestic Product (GDP). This underscores public procurement as a central fiscal and economic instrument within the national development architecture. Virtually all public services and state functions are operationalised through procurement. From the construction of strategic infrastructure such as roads, hospitals, and schools, to the acquisition of essential commodities including food, medicines, equipment, and professional services, procurement serves as the primary delivery mechanism for government interventions.

Accordingly, public procurement is not merely an administrative process; it is a strategic governance tool that directly influences service delivery outcomes, value for money, economic transformation, and sustainable development. Its efficiency, integrity, and effectiveness therefore have far-reaching implications for national development performance and public trust.

As a dominant market actor, Government possesses significant purchasing power that can be strategically leveraged to advance sustainable development across multiple dimensions. Through well-designed public procurement frameworks, Government can stimulate domestic industrialisation by promoting local content policies, preferential procurement schemes, and targeted support to local manufacturers and service providers. This not only strengthens national supply chains but also enhances job creation, enterprise growth, and value addition within the economy.

Beyond economic transformation, public procurement can be deployed as a policy instrument to address social inequities by integrating affirmative action measures such as reserving contracts for youth, women, persons with disabilities, and marginalised regions—thereby promoting inclusive growth. Furthermore, environmentally responsible procurement practices, including green specifications, life-cycle costing, and sustainable sourcing standards, enable Government to mitigate environmental degradation, reduce carbon footprints, and promote climate-resilient development. In this regard, public procurement is not merely a transactional function but a strategic lever for economic empowerment, social inclusion, and environmental stewardship.

This Strategy is a forward-looking policy framework that articulates the Government of Uganda's strategic pathway towards achieving a sustainable, efficient, and value-driven public sector procurement system.

The Sustainable Public Procurement (SPP) Strategy is developed within the context of the macroeconomic framework and total public resource envelope. It seeks to promote efficient,

transparent, and value-for-money procurement across the entire organisation by providing a flexible strategic framework rather than a rigid, prescriptive set of rules. Accordingly, the Strategy serves as an enabling instrument to guide and support the attainment of the Entity's institutional objectives.

2.0 Background and Strategic Context

As of 2015, Uganda had not undertaken coordinated or institutionalised efforts to integrate Sustainable Public Procurement (SPP) into its national procurement system. The adoption and domestication of the Sustainable Development Goals in 2017 underscored the imperative for sustainable resource utilisation, responsible consumption and production, and environmentally and socially responsible public spending. This global commitment catalysed national discourse and accelerated the formulation of relevant policies and strategic frameworks. Consequently, in 2019, the Uganda National Public Sector Procurement Policy was launched to provide an overarching framework for reforming public procurement in line with sustainability principles.

The overall purpose of this Strategy is to enable the Ministry to clearly articulate its priorities within a coherent results-based framework that links activities across Government Entities—Local government, Ministries, Departments and Agencies (MDAs)— and aligns them with the roles of key stakeholders. It provides an integrated coordination mechanism to ensure policy coherence, institutional synergy, and effective implementation of Sustainable Public Procurement across the public sector.

This Sustainable Public Procurement (SPP) Strategy is aligned with the Uganda National Public Sector Procurement Policy, Uganda Vision 2040, the Government Manifesto, and the Sustainable Development Goals. It operationalises these overarching policy and development frameworks by translating their principles into actionable procurement priorities that advance economic efficiency, social equity, and environmental sustainability within the public sector.

The Ministry seeks to institutionalise sustainability over the long term by systematically assessing government preparedness, consolidating progress achieved to date, and defining clear, forward-looking interventions to address existing gaps and emerging priorities.

At the national level, Uganda has a multiplicity of policy and regulatory frameworks that support the mainstreaming of cross-cutting issues across sectors. The Ministry therefore commits to mobilising and allocating adequate human and financial resources to operationalise these policies through existing institutional and management systems. These frameworks will be periodically reviewed, harmonised, and realigned to respond to evolving national priorities and development needs.

Accordingly, this Strategy provides clear, actionable guidance to sectors and Government Entities on the specific measures required to effectively mainstream cross-cutting issues within their planning, budgeting, procurement, and implementation processes, ensuring coherence, accountability, and measurable results.

The Ministry recognises that cross-cutting issues permeate all stages of the procurement cycle including planning, budgeting, bidding, contract management, and monitoring and evaluation. Effective management therefore requires systematic identification of these issues, comprehensive risk analysis, and the integration of appropriate mitigation measures within procurement instruments and operational procedures.

Accordingly, cross-cutting considerations are embedded within the central decision-making framework and treated as core strategic determinants rather than peripheral concerns. Their integration is pursued through structured stakeholder engagement, inter-institutional collaboration, and clear communication mechanisms to ensure accountability, compliance, and measurable sustainability outcomes.

2.1 Rationale for the Strategy

The Sustainable Public Procurement Strategy is designed to ensure that the strategic aspirations articulated in **Uganda Vision 2040**, the **Uganda National Public Sector Procurement Policy**, the **Tenfold Growth Strategy**, and global commitments under the **Sustainable Development Goals (SDGs)** are implemented in an effective, efficient, and coherent manner. The Strategy provides a comprehensive, high-level framework that clarifies the Ministry's current position, its long-term direction, the results it seeks to achieve, and the mechanisms through which these results will be realised, thereby institutionalising sustainable procurement within Uganda's national procurement system.

As a strategic management instrument, this Strategy will serve as a central communication framework articulating the long-term sustainability intent of the Government of Uganda in public sector procurement to all stakeholders. For actors directly involved in the integration process, it establishes a structured platform for collaborative engagement, strategic dialogue, innovation, and the generation of practical solutions—thereby fostering transparency, shared ownership, and continuous improvement in implementation. For subsequent stakeholders and partners, it provides a coherent and forward-looking roadmap of the Government's sustainability trajectory, stimulating informed internal reflection and constructive external discourse on the most effective pathways to advance Uganda's sustainable procurement agenda.

2.2 Objectives of Developing this Strategy

The Sustainable Public Procurement Strategy has been developed to specifically address the following:

I. Ensure full compliance by all stakeholders involved in public sector procurement with existing policy, legal, and regulatory frameworks;

II. Create sustained awareness among key internal and external stakeholders of the relevance, strategic value, and long-term benefits of adopting Sustainable Public Procurement (SPP) practices;

III. Strengthen institutional capacity by imparting technical skills and building competencies within Procuring and Disposing Entities (PDEs) and other relevant stakeholders in SPP principles, tools, and methodologies;

IV. Establish appropriate governance and coordination structures to oversee, guide, and execute all actionable items identified in the SPP Action Plan;

V. Prepare key stakeholders within PDEs to effectively integrate and operationalise SPP requirements within their procurement planning, acquisition, and contract management processes;

VI. Prepare and incentivise the market to positively support the integration of SPP practices through alignment with proposed reforms and sustainability standards;

VII. Facilitate systematic dissemination of SPP knowledge, guidance materials, and information to all stakeholders engaged in the procurement and acquisition cycle; and

VIII. Provide a clear framework for monitoring and evaluation to guide stakeholders on how progress will be tracked, measured, and reported throughout the implementation process.

2.3 SPP Strategic Goals

Setting SPP goals transforms high-level SPP strategic document into an actionable and measurable roadmap. Without concrete goals, the SPP Strategy remains a list of good intentions rather than a binding country commitment.

The SPP strategy will focus on the following identified goals:

2.3.1 To minimise the negative environmental impact by prioritising climate change mitigation and adaptation in procurement decisions.

2.3.2 To promote inclusive growth, human rights and decent work.

2.3.3 To enhance economic growth, value for money, resilience and sustainable development.

2.3.4 To safeguard public resources by strengthening transparency, integrity, and accountability into all government procurement activities.

2.4 Structure of the Strategy

The National Sustainable Public Procurement (SPP) Strategy for Uganda FY 2026–2030 is organised into ten main sections, followed by appendices and annexes, as follows:

Section 1: The Introduction sets out the national context, purpose and strategic significance of Sustainable Public Procurement in Uganda.

Section 2: The Background and Strategic Context presents the policy and development context, rationale, objectives and strategic goals of the Strategy, including alignment with Uganda Vision 2040, NDP IV, the National Public Sector Procurement Policy, and the Sustainable Development Goals.

Section 3: The Strategy Development Process and Strategic Analysis describes the process used to develop the Strategy and the analytical tools applied, including PESTLE, stakeholder analysis, gap analysis, the McKinsey 7S framework, and SWOT analysis.

Section 4: The Strategic Options and Strategic Directions presents the strategic choices considered and the seven strategic directions selected to guide national SPP implementation.

Section 5: The Strategy Implementation Framework translates the strategic directions into activities, implementation periods, lead and co-implementing institutions, and identifies the key enablers and practical tools required for implementation.

Section 6: The Financing Framework outlines the financing approach and potential funding sources for implementation of the Strategy.

Section 7: Institutional and Governance Arrangements defines the internal and external coordination arrangements, governance responsibilities and roles of key institutions involved in implementation.

Section 8: Communication, Stakeholder Engagement and Change Management provides the framework for awareness, stakeholder engagement, feedback and management of the transition to sustainable procurement practices.

Section 9: The Monitoring, Evaluation, Reporting and Learning Framework sets out the results framework, indicators, data collection, reporting, evaluation, risk monitoring, adaptive management and institutional responsibilities for tracking Strategy performance.

Section 10: The Conclusion summarises the Strategy's implementation direction and the collective commitment required to institutionalise Sustainable Public Procurement across Government.

Appendices and Annexes provide the detailed SPP Action Plan, implementation budget, M&E results pathway, indicator definitions and results matrix.

3.0 Strategy Development Process and Strategic Analysis

3.1 Strategy Development Process

While a number of stakeholders have been introduced to the concepts of green procurement and Sustainable Public Procurement (SPP), the prevailing challenge lies not in awareness but in operationalisation. Specifically, there remains uncertainty regarding the appropriate entry points, sequencing, institutional responsibilities, and practical modalities for systematically integrating sustainability considerations into the existing public sector procurement system. The critical task, therefore, is to transition from conceptual understanding to structured, phased implementation embedded within established procurement processes, regulatory frameworks, and accountability mechanisms.

The prevailing uncertainties and implementation gaps have prompted the Government of Uganda, through the Ministry of Finance, Planning and Economic Development, to undertake the development of a comprehensive strategy aimed at systematically integrating sustainability considerations into the existing public sector procurement system, thereby providing structured guidance, institutional clarity, and a coherent roadmap for operationalising Sustainable Public Procurement across Government Entities.

3.2 Strategic Analysis

Applying a Harvard Business Review informed strategic management approach, the Government of Uganda (GoU) team employed the PESTLE (Political, Economic, Social, Technological, Legal, and Environmental) analytical framework to systematically scan the external (macro) environment, with the specific objective of identifying the key opportunities and threats to which the Ministry of Finance, Planning and Economic Development is exposed in advancing the Sustainable Public Procurement agenda.

All of these PESTLE factors can have a profound impact on the Ministry's strategic options and market position, and all of them are typically beyond the organisation's control.

In order for the team to provide decision-makers with information about the individuals and groups that may affect the successful integration of the sustainability practices and concepts into the existing public sector procurement system, an analysis was undertaken. The analysis revealed which stakeholders must be involved [e.g., political leaders,

providers, Accounting Officers, Contracts Committees, user departments, procurement practitioners etc.], informed and/or consulted during the implementation journey. The team acknowledged stakeholder management as crucial for driving sustainability performance. This would entail identifying, mapping and prioritising stakeholders to determine the best tactics for effective communication while making the best use of available resources.

The Ministry also utilised the gap analysis tool and McKinsey 7S framework to scan the internal environment with a view of identifying the strengths and weakness of the Ministry.

The potential opportunities and threats together with the internal strength and weaknesses provided the foundation of the sustainable public sector procurement strategy that was developed by the team.

Findings from the above analytical tools have been summarised in the table below and the detailed tables are in the appendices.

Table 1 :SWOT Analysis

	ENABLERS	CHALLENGES
Internal	**Strengths**	**Weaknesses**
	1. Conducive policies that support integration of sustainability aspects in the national public sector procurement system, e.g., the NPSPP, NEMP, MSME etc. 2. Existing public sector procurement frameworks (both primary and secondary, e.g., PPDA Act, Cap. 205 and Regulations), structures and systems in place can support the SPP reforms. 3. Top management support which is exhibited by establishing a dedicated SPP Secretariat as a one-stop centre for all SPP activities. 4. Strong personal commitment of the leadership responsible for public sector procurement in Government. 5. Government has an established market position since it is in most cases the major buyer for most products/services in the country. 6. Reservation and preference schemes in the PPDA legal framework. 7. Advancement in digital transformation through systems like IFMIS, EGP and EDRMS. 8. Existence of the SPP National Action Plan 2022–2026 to guide the integration. 9. Risk manual in place. 10. Tenfold Growth Strategy under MoFPED. 11. Climate finance fund at local level.	1. Limited skills and competences in the area of sustainable procurement by stakeholders within the implementing team and the Ministry at large. 2. Limited resources/budget for implementing the SPP policy intents by the Ministry. 3. Lack of reliable data and information systems to support SPP integration, including absence of a sustainable products database and weak information management processes. 4. No SPP strategy in place. 5. Perception that Government should always buy the lowest costed product or service. 6. Lack of effective routine mechanisms to facilitate proactive SPP integration interventions 7. Delayed payment to providers/suppliers. 8. Integrity issues. 9. Bureaucratic making process in Government. 10. Limited research and development in SPP aspects. 11. Resistance to change. 12. Absence of an M&E framework to monitor implementation of SPP. 13. Many technical decisions not based on research, studies and assessments. 14. Limited supplier development. 15. Rampart unsustainable practices.
	ENABLERS	**CHALLENGES**
Ext	**Opportunities**	**Threats**

	1. The country is generally peaceful without any major internal or external threat. 2. Approximately 55% of the national budget is spent through procurement. 3. International, regional and national frameworks, e.g., the 2030 Agenda, Africa Vision 2060, and Uganda's Vision 2040. 4. Uganda Green Growth Development Strategy 2040. 5. Development partner support to all sustainability activities. 6. Climate finance fund at global level. 7. Internet across the country. 8. IFMIS and Electronic Government Procurement in place. 9. Increased private and public sector participation in sustainability initiatives in Uganda. 10. Political goodwill and support. 11. Government's prioritisation of the SPP integration, e.g., the PIAPs in the NPD IV. 12. Potential existing strategic partnerships (private sector, research institutes, oversight authorities). 13. Existence of international standards, e.g., eco-labels and UNBS. 14. New innovations in the market, e.g., new sustainable solutions and availability of sustainable products on the market.	1. Myths that sustainable products and services are very expensive. 2. Limited eco-labels knowledge by stakeholders, e.g., providers. 3. Limited knowledge among the stakeholders about the concept of sustainability. 4. Climate change impact and vulnerability. 5. Because of the sustainability features in sustainable products, suppliers charge a premium price which is higher than the ordinary. 6. Most of the providers in the market fall under the Micro, Small, and Medium Enterprises (MSMEs) that are characterised by limited resources. 7. Market readiness for most of the sustainable products/services is wanting. 8. Limited sustainable products/services on the market. 9. Absence of detailed manuals for the different products/services bought by PDEs for use by key stakeholders. **10.** Collusion and unethical practices among key stakeholders. 11. Weak legal enforcement by the oversight agencies. 12. Counterfeit products on the market (68% of products on the Ugandan market are counterfeit). 13. Green, grey and whitewashing by providers. 14. Supplier resistance. 15. Unpredictable global policy stance on sustainability.

Based on the above analysis, the Ministry will make a deliberate effort to effectively exploit its strengths and leverage the opportunities in the surrounding environment to enhance its performance and ability to effectively integrate SPP into the existing public sector procurement process. The Ministry will also endeavour to address its internal weaknesses and effectively mitigate threats that might hamper the effective execution of this noble mandate.

4.0 Strategic Options and Strategic Directions

4.1 Strategic Options

With a clear understanding of the existing position at that time, the team was able to generate insights that enabled them to identify the most promising strategic choices for the Government of Uganda.

The strategic options were based on the analysis of both the internal and external environment, including the capabilities of the organisation, plus the readiness on the market. The following options were listed for purposes of generating the final strategic direction and thereafter prioritisation on the key strategic direction:

a. Strengthening the existing governance structures that support the implementation of SPP.
b. Integrating SPP practices in all public sector acquisitions and disposals in the country in a phased manner.
c. Procuring from providers who have adopted sustainability concept in their supply chains.
d. Incorporating risk management in the procurement process.
e. Strengthening the legal framework for SPP implementation.
f. Developing manuals on how to integrate sustainability practices into the procurement process.
g. Putting in place a capacity development programme for stakeholders.
h. Developing and executing a communication framework.
i. Engaging the market to adopt and implement sustainable practices.
j. Developing and implementing a monitoring and evaluation framework.
k. Engaging competent authorities.
l. Developing strategic partnerships and networks with selected stakeholders.
m. Optimising technological and innovative approaches and tools to capture SPP data.
n. Developing an SPP Strategy.
o. Putting in place a Research and Development (R&D) framework.
p. Liaising with relevant stakeholders to develop and implement an eco-labelling programming.
q. Doing nothing, or business as usual.

By adopting the Suitability, Acceptability and Feasibility Model (SAF Model) analysis, the team was able to shortlist seven strategic directions. The team evaluated each potential strategy against a specific criterion and a SAF matrix was developed.

The do nothing or business as usual strategic direction was rated as the worst approach since this would produce negative downward cycles of biodiversity loss (deforestation inclusive), climate chaos, social upheaval, increased poverty, increased health and safety challenges etc.

The remaining strategic options are not mutually exclusive and will be pursued in combination, depending on the circumstances.

4.2 Strategic Directions

In identifying the most appropriate strategic options, the team systematically considered the identified weaknesses and external threats, while designing a structured framework to mitigate and manage them. At the same time, deliberate emphasis was placed on leveraging existing institutional strengths and capitalising on emerging opportunities within the external environment. For each proposed strategy, careful assessment was undertaken regarding the level of investment required, the human and financial resource implications, and the feasibility of mobilising such resources within the prevailing fiscal and institutional constraints.

The Ministry identified seven major strategic directions that constitute the core focus areas of this Sustainable Public Procurement (SPP) Strategy. Collectively, these strategic pillars respond to the fundamental question of how Government will systematically embed sustainability considerations into routine procurement planning, sourcing, contract management, and disposal processes, in order to generate measurable social value, strengthen economic resilience, and safeguard environmental integrity within Uganda's public sector procurement system.

The identified strategic directions will constitute the Ministry's "Pillars of Excellence", forming the foundational architecture of the SPP Strategy. These pillars define the priority intervention areas and the corresponding results framework that will guide implementation, performance measurement, and accountability. The table below presents the seven strategic directions alongside their expected outcomes and results.

Table 2: Strategic direction for implementation

	Strategic Direction	**Strategic Outcomes**
1.	Legal and Regulatory Reform	- Revised legal framework that incorporates social, economic and environmental procurement practices.
2.	Governance and Institutional Strengthening	- A fully-fledged and competent SPP secretariat.

3.	Capacity Development and Professionalisation	- Knowledgeable stakeholders in sustainability practices
4.	Market Transformation and Supplier Development	- A responsive and agile market
5.	Communication and Stakeholder Engagement	- A national SPP Communication Strategy designed
6.	Monitoring and Evaluation (M&E)	- A result-based M&E framework linked to national indicators like Vision 2040, NDP IV, SDGs established
7.	Learning, Research and Innovation	- Improved efficiency

5.0 Strategy Implementation Framework

Strategy implementation is the structured process through which the identified strategic directions are operationalised and translated into measurable results. It entails converting high-level goals and policy objectives into clearly defined actions, programmnes, timelines, and performance responsibilities to be executed by personnel within the Ministry as well as relevant external stakeholders and partner institutions.

Table 3:

Strategic Directions / Objectives	**Key Activities (Actionable Steps)**	**Strategic Output**	**Strategic Outcome**	**Strategic Impact**	**Performance Indicator (KPI)**	**Timeline (FY-Term)**	**Lead Agency**	**Supporting Partners**
(1) Legal and Regulatory Reform	a) Review PPDA Act/ Regulations to incorporate emerging issues. b) Roll out sustainability criteria (200+products). c) Review SBDs to cater for TCO, WLC etc. d) Operationalise	Amended legal framework Gazetted statutory instruments	Increased legal compliance Systemic institutionalisation of SPP	Increased value-for-money and reduced Environmental footprint	Revised PPDA Act enacted Revised PPDA Regulations	Short to long term	MoFPED PPDA	MWE, MTIC, UNBS PDEs, BoU, CSO

Strategic Directions / Objectives	Key Activities (Actionable Steps)	Strategic Output	Strategic Outcome	Strategic Impact	Performance Indicator (KPI)	Timeline (FY-Term)	Lead Agency	Supporting Partners
	National Accreditation Policy. e) Develop national eco-standards. f) Strengthen the legal framework to accommodate the built environment. g) Strengthen contractual sustainability clauses in their legal frameworks. h) Develop decision support tools.							
(2) Governance and Institutional Strengthening	a) Recruit and equip SPP Secretariat. b) Resource mobilisation strategy. c) Set-up of National	Functional SPP Secretariat SPP Steering Committee	Coordinated, accountable national apparatus enforcing SPP	Strengthened transparency governance and institutional integrity on SPP	Percentage of PDEs with SPP Focal Persons Functional SPP	Short to long Term	MoFPED	MoICT, UNBS, PDEs, PPDA

Strategic Directions / Objectives	Key Activities (Actionable Steps)	Strategic Output	Strategic Outcome	Strategic Impact	Performance Indicator (KPI)	Timeline (FY-Term)	Lead Agency	Supporting Partners
	SPP Steering Committee. d) Nominate SPP champions PDEs. e) Sustainable product database on e-GP. f) Reporting tools for SPP. g) Integrate SPP criteria into e-GP. h) Independent Agency for Eco-labels. i) Develop and disseminate sector specific SPP Manual with assessment tool among others.	Live product database General and sector-based SPP Manual			Products Register Sector-based SPP Manuals			
(3) Capacity Development and Professionalisation	a) Capacity needs Assessments in PDEs. b) Review ToT guide/ materials. c) Train 50+ Trainers.	Certified procurement officers Accredited training modules	A professionalised workforce capable of applying SPP practices	Economic transformation Improved service delivery	Number of stakeholders trained and or certified in SPP Value for Money (VfM) Index	Short to long term	MoFPED	MoPS, MTIC, Academia, MoES, MoLG

Strategic Directions / Objectives	Key Activities (Actionable Steps)	Strategic Output	Strategic Outcome	Strategic Impact	Performance Indicator (KPI)	Timeline (FY-Term)	Lead Agency	Supporting Partners
	d) Train 3,700+ stakeholders (*MDAs, LGs, providers, oversight agencies*). e) Review and strengthen e-learning management system in place. f) International benchmarking. g) Enhance SPP modules in professional courses. h) Creating networking with strategic partners focusing on circularity/ best practices. i) Develop targeted practitioner skills for key stakeholders in the area of sustainable built environment.	SPP provisions incorporated on the e-GP system		.				

Strategic Directions / Objectives	Key Activities (Actionable Steps)	Strategic Output	Strategic Outcome	Strategic Impact	Performance Indicator (KPI)	Timeline (FY-Term)	Lead Agency	Supporting Partners
	j) Mainstream circular procurement education. k) Establish knowledge exchange networks. l) Establish mentorship programmnes. m) Support incorporation of SPP practices on the e-GP system.							
(4) Communication and Stakeholder Engagement	a) Leverage MoFPED Communication Strategy. b) Prepare podcasts that can be streamed or downloaded. c) Provide assorted IEC materials. d) Disseminate SPP practices via social media. e) TV/radio programmnes and debates. f) Interactive website and newsletters.	SPP knowledge portal National awareness campaigns Documentaries developed SPP awards	Widespread awareness about SPP reforms Sustained national SPP awareness and behavioural change	Improved public trust and participation. Increased competition and inclusivity	Percentage increase in public awareness; Number of annual SPP awards	Short to long term	MoFPED, PPDA	MoICT, CSOs, PSFU, UMA UNCC

Strategic Directions / Objectives	Key Activities (Actionable Steps)	Strategic Output	Strategic Outcome	Strategic Impact	Performance Indicator (KPI)	Timeline (FY-Term)	Lead Agency	Supporting Partners
	g) Presentations at public events/ forums. h) Launch SPP compliance awards. i) Document and share case studies.							
(5) Market Transformation and Supplier Development	a) Annual SPP Innovation Week. b) 'Meet-the-Buyers' Event/ Week. c) Financial incentives (subsidies/grants). d) Invest in demonstration circular building projects. e) Establish pre-approved sustainable and circular compliant providers. f) Support the performance-based and innovation-oriented procurement approaches that	Certified sustainable and circular compliant suppliers / providers Innovation hubs Financial Grant facility	A responsive market capable of supplying sustainable goods/works	Market reliability & resilience	Percentage increase in certified sustainable providers / suppliers	Short to Long Term	MoFPED	OPM, UNBS, MoWT, MTIC, UMA, PSFU, NEMA, PDEs

Strategic Directions / Objectives	Key Activities (Actionable Steps)	Strategic Output	Strategic Outcome	Strategic Impact	Performance Indicator (KPI)	Timeline (FY-Term)	Lead Agency	Supporting Partners
	incentivise and specify outcomes. g) Promote collaborative procurement methods. h) Support the development, review, and adoption of lifecycle-based technical standards i) Market-wide engagement with providers. j) Strengthen the implementation of the extended producer/providers responsibility. k) Simplify certification for SPP products. l) Strengthen comprehensive incentive systems to encourage and facilitate SPP. m) Innovation hubs &							

Strategic Directions / Objectives	Key Activities (Actionable Steps)	Strategic Output	Strategic Outcome	Strategic Impact	Performance Indicator (KPI)	Timeline (FY-Term)	Lead Agency	Supporting Partners
	green technology adoption. n) Supplier sustainability scorecards. o) Promote net-zero energy buildings							
(6) Monitoring and Evaluation (M&E)	a) Undertake a baseline survey for SPPM and E framework. b) Develop a national results-based M&E framework. c) Develop and apply unified assessment frameworks for built environments. d) Annual compliance audits. e) Impact evaluations (*post-*	Digital M&E dashboards Annual statistical abstracts Audit SPP reports	Evidence-driven SPP reporting Compliance & enforcement	Value for Money (VfM) validation Continuous system improvement	% of PDEs submitting quarterly reports that include sustainability performance data Percentage of total procurement value incorporating SPP criteria	Short to long term	OAG, PPDA, MoFPED, OIAG	OPM, MoPs, OAG, NCC, Academia, Research Institution

Strategic Directions / Objectives	Key Activities (Actionable Steps)	Strategic Output	Strategic Outcome	Strategic Impact	Performance Indicator (KPI)	Timeline (FY-Term)	Lead Agency	Supporting Partners
	evaluations). f) Publish national SPP scorecards. g) Establish and implement monitoring and reporting systems. h) Adopt integrated impact assessment.							
(7) Learning, Research and Innovation	i) Support research on sustainable and circular economy. ii) Conduct tracer studies on SPP. iii) Conducting Whole Life-Cycle Costing (WLCC) research on priority sectors (construction, ICT, food). iv) Readiness reports. v) Developing an SPP impact dashboard on the e-GP system; Launching "circular economy" pilot	SPP research dashboard Sector-specific LCC Manual National Directory of Sustainable Products 10 successful circular economy pilot projects	Evidence-based shift from "lowest price" to "total value for money" in decision-making Increased adoption of innovative, climate-smart solutions by PDEs	Optimised public expenditure through reduced long-term maintenance/disposal costs A modernised procurement system that incentivises private sector innovation	% of procurement staff with SPP certification (Target: 85%) No. of sector-specific LCC tools integrated into e-GP (Target: 5) % of public contracts featuring sustainability criteria (Target: 40%) Compliance rate with SDG 12.7.1 reporting requirements (Target: 100%)			

Strategic Directions / Objectives	Key Activities (Actionable Steps)	Strategic Output	Strategic Outcome	Strategic Impact	Performance Indicator (KPI)	Timeline (FY-Term)	Lead Agency	Supporting Partners
	projects in infrastructure.							

5.1 Key Enablers and Tools in SPP Implementation

Implementing effective Sustainable Public Procurement (SPP) requires a deliberate shift from traditional lowest-initial-cost approaches towards a life-cycle and value-for-money model that prioritises long-term Environmental, Social, Economic, and Governance (ESEG) outcomes. This transition is achieved through the integration of strategic enablers—including strengthened legal and regulatory frameworks, institutional capacity building, and professionalisation of the procurement function—supported by advanced digital systems that enhance transparency, monitoring, performance measurement, and data-driven decision-making. Below are some of the key enablers for SPP reforms in Uganda.

5.1.1 Political Commitment

High-level political commitment drives successful SPP reforms. In the absence of executive mandates, PDE's inertia keeps procurement focused strictly on lowest-cost metrics rather than broader sustainability criteria.

Political commitment activities translate abstract sustainability goals into legally binding, fully funded, and monitored procurement operations. This can be through a number of avenues that include:

i. Using their statutory powers to embed SPP targets directly into the national policy and legal framework;
ii. Ensuring that there are dedicated resources and budget allocations;
iii. Joining international coalitions to target high-impact sectors like construction etc.

5.1.2 Monitoring and Evaluation (M&E)

M&E will support effective implementation of the SPP Strategy by tracking progress, measuring results, and ensuring accountability. MoFPED, in collaboration with PPDA, OPM and other stakeholders, will operationalise a results-based M&E system with clear indicators, baselines, targets and reporting responsibilities. The system will monitor sustainability integration across the procurement cycle, assess ESEG outcomes, and use regular reporting, performance reviews and evaluations to identify gaps, guide corrective action and promote continuous improvement, transparency and value for money.

5.1.3 Use of National and International Standards

Standards serve as the core technical foundation that will make this strategy enforceable, acting as the primary translator that turns high-level political intent into legally enforceable,

technically precise instructions. In a strategic document, standards like US EAS 864:2017 for Photocopy Paper Specification, ISO 14001 for environmental management etc.
Without standards, a strategic document is merely a statement of intent; with them, it becomes an actionable operational manual.

5.1.4 Digitalisation

Digital tools are the main engine driving sustainable buying reforms. They turn abstract sustainable green policies into simple, automatic everyday steps. While old procurement systems relied on busy staff to check everything by hand, digital systems take over that hard work. This makes environmental and social rules standard across the whole government.

5.1.5 Enhancing Capacity Development

Enhancing capacity development is an indispensable, high-impact enabler that provides the execution capability.

According to international development frameworks like those of the United Nations Sustainable Development Group (UNSDG), capacity development acts as an enabler across three distinct levels: individual, organisational, and institutional.

Capacity development in SPP in Uganda is currently in an active, transitional phase, moving from policy formulation to implementation, with a strong focus on building institutional and human resource capabilities.

Enhancing capacity development initiatives for SPP in Uganda will require a multi-faceted approach with strategic interventions that include:

5.1.4.1 Undertaking capacity needs assessment for key stakeholders.
5.1.4.2 Updating the existing SPP Training Syllabus and materials.
5.1.4.3 Developing target-oriented materials, including manuals, and templates tailored to different stakeholders (e.g., procurement officers vs. policymakers).
5.1.4.4 Upgrading the current digital training platform to meet evolving needs.
5.1.4.5 Promoting, twinning and benchmarking initiatives etc.

5.1.6 Market Readiness

Market readiness is a critical and definitive enabler for SPP reforms, determining the practical limits of what a government can actually achieve. While policies establish the *desire* to buy sustainably, market readiness dictates the *ability* to do so. If the private sector cannot supply the required sustainable goods, works and/or services the reform stalls, and tenders will fail due to a lack of compliant bids

5.1.7 Collaboration and Networking

Traditionally, public sector procurement operates in an administrative silo. Collaboration and networking (CN) breaks this down. CN acts as mechanisms to

overcome complex barriers, align diverse interests, and facilitate organisational change. Effective collaboration drives SPP by creating new solutions, sharing knowledge, and building trust among government, suppliers, and society.

The following are some of the strategic interventions that the Government of Uganda may pursue:

5.1.6.1 Partnering with local, regional and international bodies to harmonise procurement policies and align with international sustainability standards.

5.1.6.2 Organising stakeholder engagement programmnes, including establishing periodic open dialogue with existing and potential providers, special interest groups (SIGs), and other relevant stakeholders to share sustainability goals, practices, and expectations. This engagement also extends to marginalised or SIGs through effective networking with non-governmental organisations (NGOs) and community representatives, ensuring that social aspects such as health and safety are adequately addressed. In addition, local content procurement initiatives involve collaborating with community groups to create opportunities for local and indigenous suppliers to engage with larger vendors.

5.1.6.3 Co-Innovation Workshops: Support to and or participate in sessions to co-create sustainable products, services, or, in the construction sector, etc.

Governments must establish and or strengthen supportive ecosystem to move from policy intent to practical action.

5.2 Essential Tools for Implementation

5.2.1 Digitalisation

Digitalisation is a crucial enabler for implementing SPP by providing the tools for increased efficiency, transparency, accountability, and data-driven decision-making. It helps governments leverage their significant acquisition power to achieve environmental, social, economic, and governance goals.

The strategic interventions should focus on:

a. Undertaking a study to clearly embed and measure SPP features on EGP system.
b. Scaling up a data interoperability with other government systems.
c. Expediting Electronic Government Procurement (e-GP) rollout to all PDEs.
d. Scaling up existing e-GP system to cover:
    i. Sustainability criteria, tracking supplier performance, and using data for better decision-making.
    ii. Integrating digital tools that automatically calculate the TCO, including energy usage, maintenance, and disposal costs, to favour long-lasting, eco-friendly goods.

iii. Developing and implementing platforms for providers to report on their sustainability performance, such as Environmental Management Systems (EMS) or carbon emissions data, among others.
iv. Developing and/or integrating automated verification tools for providers' certifications with a view to minimising the risk of fraud and greenwashing.
v. Leveraging big data analytics to analyse historical spending patterns to identify opportunities for sustainable procurement (e.g., reducing waste, switching to lower-carbon alternatives.)
vi. Exploring the use of emerging technologies, e.g., AI, e-learning in supporting the decision-making process in SPP as well as developing mitigation measures to manage risks due to the disruptive potential inherent in these technologies.
vii. Integrating monitoring and evaluation (M&E) with clear indicators, reporting and audit processes.

e. Developing and maintaining electronic catalogues that specifically highlight and prioritise environmentally friendly, energy-efficient, or circular products.

5.2.2 Eco-Labels /Social Labels and Certifications

Initiating eco-and social labelling in the ongoing SPP implementation programmne in Uganda will require a structured approach involving policy alignment, capacity building, and the integration of sustainability criteria into procurement processes.

The strategic interventions include:

i. Engaging and working closely with competent authorities to develop and periodically review list of items where we already have mandatory sustainability standards set.
ii. Building capacity for key stakeholders in areas such as:
    a. how to develop or use existing eco-labels/social labels in the procurement process;
    b. how to evaluate sustainability aspects; and
    c. how to check for valid eco-labels/social labels.
iii. Sensitising providers to the importance of sustainability and encouraging them to attain relevant certifications and others.

5.2.3 Market Analysis and Early Market Engagement

Market analysis and early marker engagement help buyers and other decision-makers in the supply chain to understand if the market can deliver sustainable solutions and also prepare potential providers early enough before supply opportunities emerge. These tools enable the identification of sustainable goods, services, or works, encouraging providers to align their offerings with, or even go beyond, environmental, social, economic and or governance criteria. They contribute to market readiness, foster collaboration, and ensure realistic, measurable, and effective sustainability outcomes.

Through market analysis, we are able to identify potential risks, such as greenwashing or limited availability of sustainable products/services on the market.

5.2.4 Sustainable Product and Services Registers

Setting up a sustainable product register and database is a critical, data-driven component of SPP implementation. It enables PDE's to identify, verify, and select environmentally friendly and socially responsible goods and services.

5.2.5 Total Cost of Ownership (TCO), Whole Life Costing (WLC) and Life-Cycle Costing (LCC)

TCO, WLC and LCC are technical tools that act as financial enablers.

In the daily workflow of a procurement officer, TCO, WLC and LCC are literal, practical tools. They take the form of Excel spreadsheets, software algorithms, or mathematical formulas. Buyers or any stakeholder input raw data (purchase price, fuel consumption, lifespan, disposal costs). The tool outputs a single financial number to determine the winning bid.

In the broader context of systemic procurement reform, TCO, WLC and LCC serve as powerful enablers. They provide the hard data politicians, planners and procurement specialists need to justify spending more public money upfront on sustainable initiatives.

6.0 Financing Framework

Globally Governments, are financing Sustainable Public Procurement initiatives through a mix of direct national budget allocations, international development support, and innovative financial models.

The Government is currently embedding SPP directly into their national public financial management (PFM) systems to ensure stable funding.

It should be noted that not all SPP practices require additional funding. While some sustainable practices may have higher initial costs, many practices lead to long-term cost savings through a focus on life-cycle costs (total cost of ownership) rather than just the upfront purchase price.

The Government of Uganda will explore other sources from:

i. Multilateral Development Banks (MDBs).
ii. International agencies like the UN Environment Programme (UNEP) finance capacity-building programmnes, training government officials on how to identify sustainable bidders and use life-cycle costing.
iii. Climate Financing Units.

7.0 Institutional and Governance Arrangements

It is important to note that the Ministry recognises the need for strategic alignment of SPP integration that will enable higher performance. This can only by optimised through recognising the contributions of people, processes, and inputs to the realisation of these set and measurable objectives. This will be through:

7.1 Entities' Internal Alignment

Proper and effective alignment of all of an Entity's business processes will be one of the key success factors to the realisation of the Corporate Strategy. Proper alignment of the Strategy will link the organisation's structure and resources with its strategic intent. In addition, the strategic alignment will enable higher performance by optimising the contributions of people, processes, and inputs to the realisation of measurable objectives and, thus, minimising waste and misdirection of effort and resources to unintended or unspecified courses of action.

Roles and Responsibilities

1) The Steering Committee

The Ministry will form a national SPP Steering Committee responsible for governance and approval of the National SPP Strategic activities as well as providing overall strategic oversight for effective strategy implementation.

2) The PS/ST (The Sponsor)

Overall accountability and responsibility for Strategy visibility and success will rest with the PS/ST. The PS/ST will be the SPP Sponsor, with the overall responsibility and accountability for the Strategy and ensuring that it delivers the business benefits of the agreed Entities to all the country sectors.

3) Top Management Team

The role of the Team will comprise:

i. Overseeing and guiding overall performance of the Corporate Strategy Senior Management.
ii. Communicating the Strategy and translating it into operational tasks for staff.
iii. Monitoring the implementation of the Strategy in respective departments.
iv. Responding to emerging deviations from corporate objectives.

4) National Strategy Management Office (PPMD)

The PPMD will coordinate with Entities' PDUs planning teams to operationalise the SPP Strategy through alignment of the budget and objectives, and prioritisation of initiatives. It will also be responsible for timely and accurate corporate SPP integration performance analysis and reporting.

5) Oversight Entities' Involvement

This includes the following:

i. The internal audit, that will provide process assurance on strategy formulation, execution and review.
ii. The HR–Performance Management, that will coordinate alignment of individual performance agreements to departmental and directorate scorecards.
iii. The Entity staff, that are at the frontline of strategy execution.

Effective implementation of tasks aligned to strategic objectives determines how successful strategic execution will be.

7.2 Entities' External Alignment

In addition to the internal set-up, Entities will be working closely with the following institutions to implement the programme successfully:

Table 4: Roles of Partner Entities

Institution Stakeholder	Key Roles/ Responsibilities
Ministry of Finance, Planning and Economic Development	✓ Providing financial resources ✓ Providing technical guidance and mentoring on budgeting for implementation of plans and budgets ✓ Building capacity of the stakeholders ✓ Planning, monitoring and evaluating utilisation of resources disbursed for SPP Strategy implementation
Development Partners	✓ Overall responsibility for ensuring that the SPP integration strategy is successfully implemented ✓ Providing financial resources ✓ Integrating some aspects of the plans into their programming
Ministry of Local Government	✓ Overall responsibility for ensuring that the SPP Plans are integrated and successfully implemented
Office of The President	✓ Offering leadership in SPP integration ✓ Coordination of overall implementation, control, monitoring, evaluation and review
Office of The Prime Minister	✓ Taking overall leadership and oversight of implementation of the NDP IV and SDGs to ensure its attainment, including integration of SPP ✓ Timely communication of Cabinet decisions ✓ Mobilising the population towards achievement of the SPP Strategy
National Planning Authority	✓ Providing overall guidance and technical support for integration of SPP in different sectors ✓ SPP integration into the development planning process ✓ Offering capacity building for the integration of SPP in MDAs and LGs where necessary ✓ Monitoring the effectiveness of SPP integration and planning, ensuring compliance
Public Procurement and	✓ Providing overall guidance and technical support to SPP initiatives and the development planning process ✓ Offering capacity building for SPP integration, MDAs, and LGs where necessary

Disposal of Public Assets	✓ Monitoring effectiveness of SPP integration and strategic planning through issuance of a Certificate of Compliance

8.0 Communication, Stakeholder Engagement and Change Management

8.1 Communication Framework

A communication framework for sustainable procurement implementation serves as a blueprint to embed Environmental, Social, Economic and Governance (ESEG) considerations into the supply chain. It moves beyond public relations to create a transparent, two-way dialogue with internal and external stakeholders.

Communication is intended to bring commitment and consensus regarding a sustainable procurement strategy, and will help the Government of Uganda to build better relationships among different internal and external stakeholders, different strategy levels, different implementation tactics, and the administrative system in place.

Feedback is essential for effective communication since it helps the sender (GoU) check that the message has been understood and received as intended by the key stakeholders, and modify their implementation process as needed and guided. Feedback as a tool will also enable both sides to evaluate themselves and check whether they are on the same page. This will help them minimise or prevent misunderstandings or confusion that could have arisen during the execution process.

Implementing communication and awareness programmnes for sustainable procurement requires a structured approach that spans internal stakeholder engagement, supplier education, and clear, consistent messaging. Sufficient resources should be allocated to training and communication for successful SPP implementation.

The strategic interventions for the Government of Uganda is to develop a comprehensive communication strategy for the SPP programmne that will cover the following:

i. Target audiences;
ii. Communication plans;
iii. Leveraging internal channels; and
iv. Crafting messages for use in different media platforms.

8.2 Change Management

Change management is critical to the successful implementation of Sustainable Procurement (SP) because it addresses the transitioning from traditional cost-focused purchasing to a holistic approach involving environmental, social, and economic criteria. Without effective change management, sustainability initiatives often fail due to

resistance, limited knowledge, or the entrenchment of unsustainable procurement practices.

The strategic interventions for effective change management include:

i. Establishing a clear vision and business case.
ii. Conducting a Change Impact Assessment.
iii. Evaluating the current state of procurement practices against the desired future state to identify gaps in processes, technology, and skills.
iv. Developing a Stakeholder Engagement Plan.
v. Identifying key stakeholders, including internal end-users, management, and external suppliers. This involves mapping their influence and interest to tailor engagement strategies.
vi. Appointing influential, high-performing selected individuals to act as champions for the new processes.

9.0 Monitoring, Evaluation, Reporting and Learning Framework

9.1 Introduction

This Monitoring and Evaluation (M&E) Framework provides a structured mechanism for tracking the implementation, performance, and impact of the Sustainable Public Procurement (SPP) Strategy for FY 2026–2030. It defines how progress will be measured across Procuring and Disposing Entities (PDEs) and relevant oversight institutions, and how evidence will be generated and used to strengthen transparency, accountability, and value-for-money in public procurement, and to support timely management decisions in the Strategy period.

The Framework is aligned to the National Policy on Public Sector Monitoring and Evaluation (2013), the Fourth National Development Plan (NDP IV) Results Framework, and related Government performance reporting requirements. It also supports Uganda's international commitments under the 2030 Agenda, including SDG Target 12.7 and SDG Indicator 12.7.1 on implementation of Sustainable Public Procurement policies and action plans.

The Framework adopts a results-based approach that promotes continuous learning, adaptive management, and accountability by linking implementation progress to measurable outputs, outcomes, and long-term sustainability results. Where the Strategy period extends beyond the current NDP cycle, indicator mapping and targets shall be updated to align with subsequent National Development Plan Results Frameworks.

9.2 Objectives of the M&E Framework

The objectives of this M&E Framework are to:

- Track progress in the implementation of the SPP Strategy activities and interventions;
- Measure the outputs, outcomes, and long-term impacts of SPP integration;
- Ensure accountability and transparency in Sustainable Procurement practices;

- Facilitate evidence-based decision-making and adaptive management; and
- Assess alignment of SPP implementation with national and international development commitments.

9.3 Results Framework

The SPP M&E Framework is structured across four levels: Inputs and Processes; Outputs; Outcomes; and Impact. This results chain ensures systematic tracking from resource utilisation to national sustainability outcomes.

1. Impact: Long-term environmental, social, economic and governance benefits resulting from sustainable procurement.
2. Outcomes: Institutional, market and behavioural changes attributable to SPP reforms.
3. Outputs: Deliverables such as manuals, tools, training sessions, databases and legal amendments.
4. Inputs and Processes: Financial, human, technological and institutional resources used in implementation.

9.3.1 Theory of Change and Assumptions

The Monitoring and Evaluation Framework is guided by a results-based Theory of Change which assumes that strengthened legal and policy frameworks, improved governance and oversight, digitalisation of procurement systems, capacity development, and market engagement will drive the integration of sustainability criteria into public procurement processes. These interventions are expected to generate improved compliance, enhanced transparency and accountability, and better value for money decisions, ultimately contributing to environmental sustainability, social inclusion, economic efficiency, and stronger governance outcomes under the SPP Strategy.

The Theory of Change further recognises that successful implementation is influenced by key assumptions, including sustained leadership commitment, operational digital procurement systems, and supplier readiness to comply with sustainability standards. External factors such as market readiness, supplier capacity, and fiscal constraints will be continuously monitored to inform adaptive management and implementation adjustments (Annex 1).

9.4 Key Performance Indicators

Key indicators shall include, but not be limited, to the following:

- Percentage of public procurement value incorporating sustainability criteria;
- Number of SPP-compliant tenders processed through the Electronic Government Procurement (e-GP) system;
- Number of stakeholders trained and certified in SPP;
- Percentage of PDEs submitting periodic SPP reports;
- Number of sustainable products and services registered in the SPP database;
- Number of compliance audits and ex-post sustainability evaluations conducted; and
- Percentage of contracts applying Total Cost of Ownership (TCO) evaluation criteria.

9.4.1 Indicator Reference Sheets

Detailed indicator definitions, formulas, disaggregation requirements, data sources, and verification procedures are provided in Annex 2 (Indicator Definitions Table) to ensure consistency and comparability across PDEs.

9.4.2 Baseline and Target Setting

Baseline values for key indicators shall be established during the first year of Strategy implementation, and annual milestones and end targets shall guide performance assessment.

9.5 Data Collection and Management

Data shall be collected using a combination of digital extraction from the e-GP system, PDE quarterly and annual reports, compliance audits by oversight institutions, supplier certification verification, and independent evaluations. The SPP Secretariat shall develop a standardised data collection methodology to ensure consistency, reliability and comparability of data.

A centralised SPP database shall be maintained to consolidate procurement, certification, training and sustainability performance information. Digital integration and interoperability with other Government systems shall be strengthened to support automated reporting and analytics.

9.5.1 Data Quality Assurance

Data quality assurance shall be institutionalised through periodic Data Quality Assessments focusing on validity, reliability, timeliness, precision, and integrity of reported data.

9.5.2 Data Governance and Privacy

All monitoring data management processes shall comply with national data protection and privacy requirements, including access controls, audit trails, and defined data retention procedures.

9.6 Reporting Arrangements

SPP performance reporting shall follow the national reporting cycle and include the following:

- Quarterly implementation progress reports to the Steering Committee;
- Annual SPP performance reports to MoFPED, OPM and Cabinet;
- Mid-Term Review at the end of Year Three; and
- End-Term Impact Evaluation at the end of the Strategy period.

9.7 Evaluation Plan

Evaluations shall apply internationally recognised criteria, including the OECD DAC criteria (relevance, coherence, effectiveness, efficiency, impact, sustainability), and adhere

to UNEG norms and standards on utility, credibility, independence, impartiality, ethics, transparency, and systematic follow-up of recommendations.

Independent evaluators may be engaged to conduct mid-term and end-term evaluations, including thematic assessments on digitalisation, eco-labelling, Total Cost of Ownership, and market engagement.

9.8 Risk Monitoring and Adaptive Management

Risk monitoring shall be integrated into the M&E process to identify and mitigate implementation challenges such as data gaps, resistance to change, limited supplier readiness, greenwashing, and budget constraints. Periodic risk assessments shall inform corrective actions and policy adjustments.

9.8.1 Early Warning Indicators

Early warning indicators shall include reporting compliance rates, audit non-compliance findings, certification verification rates, and implementation funding gaps to facilitate timely corrective action.

9.9 Roles and Responsibilities in M&E

The SPP Secretariat shall coordinate monitoring and reporting activities. PDEs shall submit periodic SPP data and performance reports. Oversight institutions, including PPDA and the Office of the Auditor General, shall conduct compliance audits. The Steering Committee shall provide strategic oversight and review performance findings.

9.10 Review and Continuous Improvement

This M&E Framework shall be reviewed periodically to ensure alignment with emerging national priorities, policy reforms, and technological advancements. Lessons learnt from monitoring and evaluations shall inform continuous improvement of Sustainable Public Procurement practices.

Methods to Implement the Objectives	*№*	*Activities*	**Funding in '000 [USD]**	**Proposed Funding Source**	**Expected Results /Assessment**
Review the legal and regulatory framework to be environmentally sound and efficient	1	Align the PPDA Regulations to incorporate SPP aspects [PPDA Act].	70.00	GoU	SPP legal environment is updated covering SPP aspects.
	2	Develop SPP Manuals on the public procurement and disposal processes.	100.00	Dev't Partners	SPP Manuals developed
	3	Develop a system to operationalise and measure performance of SPP.	150.00	Dev't Partners	SPP performance measurements system developed.
	4	Develop the sustainability criteria and attributes for selected goods, services and works.	400.00	GoU	Sustainability criteria and attributes developed for at least 200 products/services.
	5	Review the Standard Bidding Documents (SBDs) to incorporate the sustainability aspects, including the TCO evaluation criteria.	100.00	GoU	SPP aspects are incorporated into the SBDs.
	6	Customise and adopt best practice tool to guide evaluation of products on Total Cost of Ownership (TCO),	10.00		TCO tool is adopted and mainstreamed in evaluation.
	7	Undertake reviews of national environmental, social inclusion and economic policies, laws and regulations (like in social protection, human rights, occupational health and safety, Health administration [OSHA]) Standards for use in the design, construction and operation of projects, Environmental and Social Safeguards. Address the issues of national climate change, gender, child protection, resettlement, National Trade Policy, National Industrial Policy, National Textile Policy, Sugar Policy, National Standards And Quality Policy and Micro, Small, and Medium Enterprises (MSMEs) Policy etc., to inform sustainable criteria.	130.00	Dev't Partners	Manuals on sustainability aspects are developed and aligned to support SPP.
	8	Engage the responsible institutions in developing regulations and manuals to operationalise the National Accreditation Policy and Accreditation for Conformity Assessment Act.	100.00	GoU	Manuals addressing SPP aspects developed and approved.
	9	Engage the responsible institutions on the development of national eco-standard for adoption in the procurement and disposal processes.	150.00	Dev't Partners	National eco-standard developed.
	10	Administrative and facilitation costs for review of the legal and regulatory framework.	600.00	Dev't Partners	Provide for administrative and facilitation costs.
		SUB-TOTAL (One)	**1,820.00**		

Integrating sustainability criteria throughout the procurement cycle	1	Put in place an SPP Secretariat	64.00	GoU	Office space and furniture acquired.
	2	Recruit and equip the Secretariat with appropriate competent staff.	100.00	GoU	Head and skeleton staff brought on board.
	3	Develop a resource mobilisation strategy for the SPP implementation in Uganda.	164.00	GoU	Resource mobilisation strategy put in place.
	4	Create and maintain a database of sustainable products (goods, works and services) and approaches on the e-GP website.	120.00	GoU	SPP products database established and maintained.
	5	Develop a resource mobilisation strategy for the SPP implementation in Uganda.	45.00	Dev't Partners	Resource mobilisation strategy developed.
	6	Review and adopt the tools and template for incorporation into the procurement and disposal reporting to capture SPP aspects.	45.00	GOU	Tools and templates incorporating SPP developed..
	7	Pilot SPP tenders of selected priority items [goods, works and services]	10.00	GoU	Pilot tenders conducted
	8	Identify and incorporate SPP issues that needs to be integrated in the Electronic Government Procurement System (e-GP).	140.00	GoU	SPP practice's incorporated in the E-GP system.
	9	Set up a multidisciplinary Steering Committee.	30.00	GoU	Steering Committee set up..
	10	Assign an independent agency for eco-labels certification in e-GP.	200.00	GoU	A certification [3rd Part Agent/ UNBS] is integrated into e-GP.
	11	Provision of one double-cabin pick-up to facilitate implementation.	337.50	GoU	A double-cabin pick-up acquired.
	12	Administrative and facilitation costs for integrating sustainability criteria into the procurement cycle.	1,000.00	Dev't Partners	Provide for administrative and facilitation costs.
		SUB-TOTAL (Two)	**2,255.50**		
Enhancing human resources for the purpose of implementing SPP	1	Develop Training of Trainer's (ToT) guide and training materials for SPP.	275.00	Dev't Partners	Training of trainers guide developed.
	2	Organise and hold a training for Training of Trainers [at least 50 pax].	1,000.00	Dev't Partners	50 certified trainers prepared..
	3	Develop the training plans and materials for stakeholders on the procurement and disposal process.	275.00	Dev't Partners	Training plans and materials developed.
	4	Conduct trainings for 700 pax procurement cadre in MDAs and LGs, 2,000 pax providers, 1,000 other stakeholders [NGOs, IGG, Accountability sector, AOG, CBOs, CSOs, politicians, users etc.]	1,000.00	Dev't Partners	Training conducted among the stakeholders in the procurement and disposal process.

	5	Develop e-learning training modules for various stakeholders involved in the procurement and disposal process	165.00	Dev't Partners	E-Learning training modules developed.
	6	Periodically benchmark against other countries' SPP initiatives	750.00	GoU/Dev't Partners	Benchmarking best practices incorporated.
	7	Develop partnerships and networking strategy [between GoU, suppliers, manufacturers, (private sector), NGOs and other stakeholders on SPP aspects]	50.00	Dev't Partners	Partnerships and networks developed.
	8	Develop e-waste and circular economy training modules and conduct training to stakeholders to cover technical maintenance, dismantling, sustainable e-waste management, and provide for environmental and human health benefits.	150.00	Dev't Partners	Training modules developed.
	9	Administrative and facilitation costs for enhancing human resources for implementation of SPP in the procurement system in Uganda	1,000.00	Dev't Partners	Provide for administrative and facilitation costs.
		SUB-TOTAL (Three)	**4,665.00**		
Ensure effective information dissemination and raise awareness on SPP	1	Develop a communication strategy that will be used to implement SPP in Uganda.	165.00	GoU/Dev't Partners	Communication strategy developed.
	2	Provide information, education and communication (IEC) materials	175.00	Dev't Partners	IEC materials provided.
	3	Conduct SPP events with the support of media and civil society.	337.50	Dev't Partners	SPP events conducted.
	4	Organise and arrange press conferences and other events (on a monthly basis).	225.00	Dev't Partners	Press conferences and other events held.
	5	Develop publication materials; organise a series of TV and radio programmnes including debates and discussions and awareness trainings.	140.00	Dev't Partners	Publication materials developed and TV and radio programmnes conducted.
	6	Develop interactive website and newsletters for the Sustainable Public Procurement (SPP).	110.00	Dev't Partners	Interactive website and newsletters developed.
	7	Organise and hold workshops for creating awareness among the media and civil society on SPP aspects and direction in Uganda.	400.00	Dev't Partners	Awareness on SPP created for the media and civil society.
	8	Develop, print and disseminate SPP publications, reports etc.	125.00	Dev't Partners	SPP publications and reports disseminated.
	9	Develop content for dissemination in various communication channels – print, electronic, audio visual, social media etc.	147.50	Dev't Partners	Contents for dissemination developed for various communication channels.

	10	Launch SPP compliance and business awards for different stakeholders	200.00	Dev't Partners	At least 20 SMEs/suppliers are awarded annually.
	11	Administrative and facilitation costs for information dissemination and raising awareness on SPP.	200.00	Dev't Partners	Provide for administrative and facilitation costs
		SUB-TOTAL (Four)	**2,224.00**		
[Five]. Proactively engaging the Market					
Build better engagement with suppliers and ensure that Manufacturers and SMEs benefit from SPP	1	Categorising and prioritising potential providers that have to be prepared to start integrating SPP practices in their process.	-	GoU	Stakeholder to train developed.
	2	Hold SDG/ SPP Week for sustainable products [climax on 25th September] to showcase innovations.	375.00	Dev't Partners	SPP Week held.
	3	Issue a Request for Information on SPP in at least 2 newspapers of wide circulation in Uganda.	30.00	Dev't Partners	Information on SPP obtained.
	4	Provide financial incentives by giving subsidies, grants and economic incentives to promote innovation and use of sustainable practices and support sustainable manufacturing.	10,000.00	GoU/Dev't Partners	Financial incentives provided.
	5	Physical market-wide stakeholders' engagement with providers for different categories of products, services and works for the next 5 years.	550.00	Dev't Partners	Periodically engage with providers of different products, services and works.
	6	Administrative and facilitation costs for building better engagement with the market and to ensure all key stakeholders benefit from SPP.	500.00	Dev't Partners	Provide for administrative and facilitation costs.
		SUB-TOTAL (Five)	**11,900.00**		
[Six]. Monitoring and Evaluation of SPP Implementation					
Monitoring on sustainable procurement activities	1	Determine data to be collected on SPP, the methodology for collection, compilation, processing, reporting, dissemination and learning.	55.00	Dev't Partners	SPP data collected, reported and recommendations made.
	2	Develop a monitoring mechanism to track the number of SPP contracts awarded.	165.00	Dev't Partners	Monitoring framework developed.
	3	Conduct compliance audits on the selected goods, services and works.	300.00	Dev't Partners	Compliance audit conducted.
	4	Consultancy to conduct post-evaluations on the SPP impact on procured goods, works and services based on set sustainability criteria.	300.00	Dev't Partners	Ex-post evaluations on sustainability aspects conducted.
	5	Periodic reporting and SPP targets by stakeholders.	-	GOU	Periodic reports produced.
	6	Administrative and facilitation costs for monitoring the SPP Implemented activities.	200.00	Dev't Partners	Provide for administrative and facilitation costs.

		SUB-TOTAL (Six)	1,020.00		
		TOTAL	23,884.00		

10.0 Conclusion

The National Sustainable Public Procurement Strategy for Uganda FY 2026–2030 provides a coordinated framework for integrating environmental, social, economic and governance considerations into public procurement across Government. It brings together the strategic directions, implementation arrangements, financing mechanisms, institutional responsibilities, communication measures, and monitoring and evaluation framework required to institutionalise Sustainable Public Procurement.

Successful implementation will require sustained Government leadership, collaboration among Procuring and Disposing Entities and oversight institutions, adequate financing, market readiness, capacity development, effective stakeholder engagement, and continuous monitoring and learning. Through coordinated implementation, the Strategy is intended to strengthen value for money, accountability, inclusive economic growth and environmental sustainability in Uganda's public procurement system.

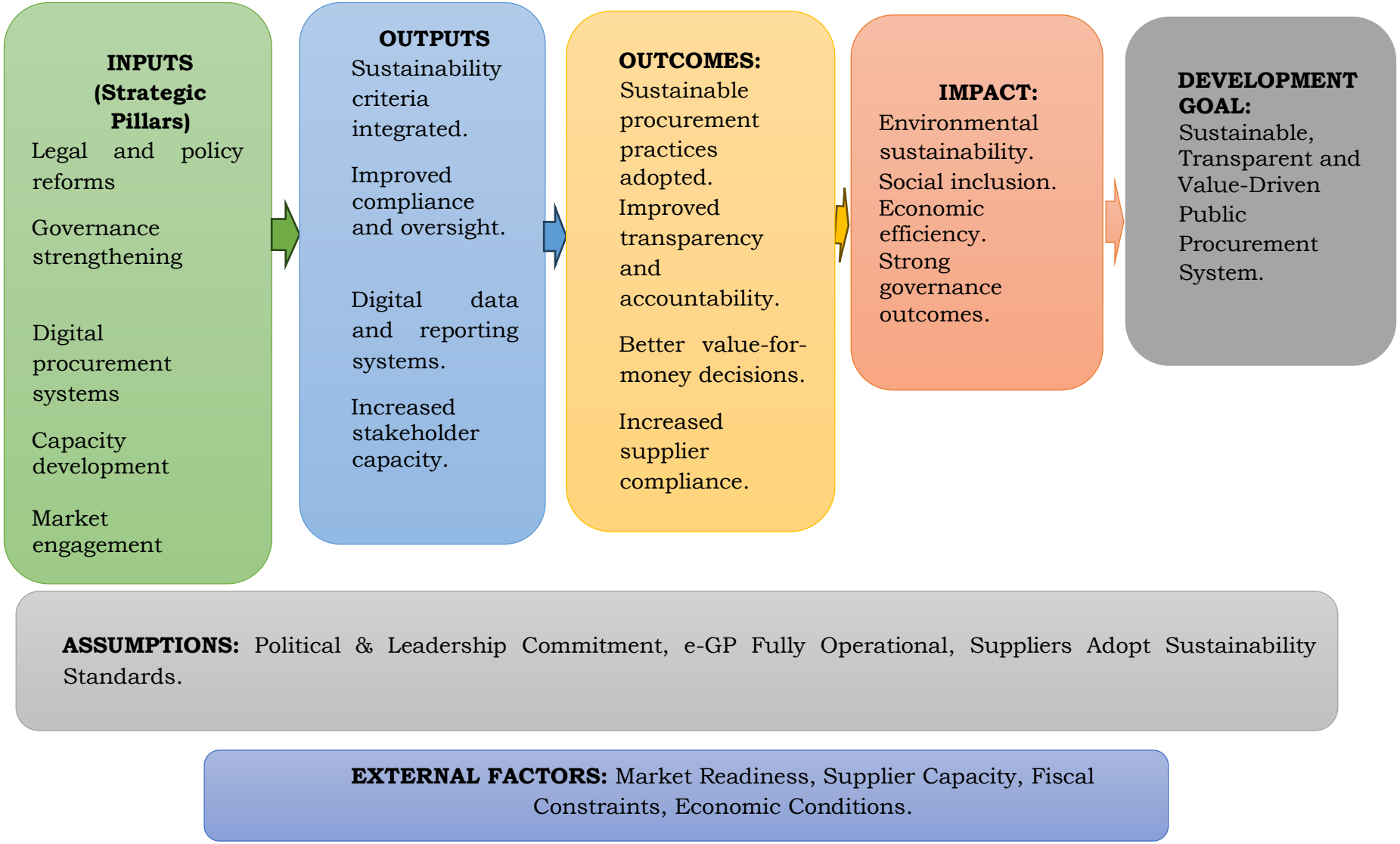
APPENDIX 1: ACTION PLAN FOR SUSTAINABLE PUBLIC PROCUREMENT
APPENDIX 2: BUDGET FOR SPP IMPLEMENTATION

Key for Implementation period (short term, medium term, and long term)

1) **Short term** means first two years of implementation (2026–2027).
2) **Medium term** means the third year of implementation (2028).
3) **Long term** means the fourth and fifth years of implementation (2029–2030).

Annex 1: Figure X: Monitoring and Evaluation Results Pathway for the Sustainable Public Procurement Strategy (FY 2026–2030)

Annex 1: Figure X: Monitoring and Evaluation Results Pathway for the Sustainable Public Procurement Strategy (FY 2026–2030)



ANNEX 2: Indicator Definitions Table

No.	Results Level	Indicator	Simple Definition
1	Impact	% of procurement value awarded using sustainability criteria	Percentage of total procurement value awarded through contracts where approved sustainability criteria were applied during evaluation and award.
2	Impact	Estimated GHG emissions reduced through SPP contracts	Estimated greenhouse gas emissions reduced as a result of sustainable procurement decisions.
3	Impact	% of SPP contracts awarded to MSMEs, women, youth & SIGs	Percentage of sustainable procurement contracts awarded to targeted inclusive supplier groups.
4	Outcome	Revised PPDA Act and Regulations integrating SPP	Progress in updating legal and regulatory instruments to include sustainable procurement requirements.
5	Outcome	% of PDEs with designated SPP focal persons	Percentage of Procuring and Disposing Entities that have officially assigned an SPP focal person.
6	Outcome	Number of stakeholders trained in SPP	Total number of stakeholders who completed approved training in Sustainable Public Procurement.
7	Outcome	% of SPP tenders processed through e-GP	Percentage of sustainable procurement tenders managed through the Electronic Government Procurement system.
8	Outcome	% increase in certified sustainable suppliers	Percentage increase in suppliers certified to provide sustainable products or services.
9	Output	Number of SPP manuals developed and approved	Number of official sustainable procurement guidance manuals developed and formally approved.
10	Output	Operational SPP product register on e-GP	Existence and functionality of a centralised database for sustainable products on the e-GP platform.
11	Output	Number of SPP compliance audits conducted	Number of structured audits undertaken to assess compliance with SPP requirements.
12	Output	% of PDEs submitting SPP periodic reports	Percentage of PDEs that submit required SPP monitoring reports within the reporting period.

ANNEX 3: RESULTS MATRIX FOR TRACKING THE SPP STRATEGY

Results Level	Strategic Pillar / Objective	Indicator	Baseline (2026)	Annual Milestones	End Target (2030)	Means of Verification	Frequency of Reporting	Responsible Institution
Impact	National Sustainable Development Outcomes	% of public procurement value incorporating sustainability criteria	To be established (Year 1 Baseline Study)	Progressive annual increase	≥ 40% of total procurement value	e-GP Reports, PPDA Annual Reports	Annual	MoFPED / PPDA / OPM
Impact	Climate and Environmental Benefits	Estimated GHG emissions reduced through SPP contracts	Not measured	Annual measurement introduced Year 2	National GHG tracking operational	Environmental Audit Reports	Biennial	MoFPED / NEMA
Impact	Social Inclusion and MSME Participation	% of SPP contracts awarded to MSMEs, women,	To be established	Annual incremental increase	25% increase from baseline	PPDA & PDE Reports	Annual	PPDA / MoLG / PDEs

		youth & SIGs						
Outcome	Strengthened Legal Framework	Revised PPDA Act & Regulations integrating SPP	Current legal framework	Draft amendments Year 2	Amended legal framework enacted	Gazetted Legal Instruments	Annual	MoFPED / PPDA
Outcome	Governance Structures Operational	% of PDEs with designated SPP Focal Persons	Not institutionalised	50% Year 2, 70% Year 3	≥ 80% of PDEs	SPP Secretariat Records	Annual	MoFPED
Outcome	Capacity Development	Number of stakeholders trained in SPP	0 structured national programme	1,500 by Year 3	≥ 3,700 trained stakeholders	Training Reports & Attendance Registers	Quarterly	MoFPED / PPDA
Outcome	Digital Integration	% of SPP tenders processed through e-GP	Limited integration	Pilot integration Year 2	Full integration by Year 5	e-GP System Reports	Quarterly	MoFPED / PPDA / MoICT

Outcome	Market Readiness	% increase in certified sustainable suppliers	Limited certification coverage	10% increase annually	≥ 30% increase	UNBS Certification Database	Annual	UNBS / MoFPED
Output	SPP Manuals Developed	Number of SPP Manuals developed and approved	0 comprehensive manual	Manual drafted Year 1	Manual approved & disseminated	MoFPED Records	Annual	MoFPED
Output	Sustainable Product Database	Operational SPP Product Register on e-GP	No centralised database	Prototype Year 2	Fully operational database	e-GP Platform	Annual	MoFPED / PPDA
Output	Compliance Audits Conducted	Number of SPP compliance audits conducted	Ad hoc audits	Annual structured audits begin Year 2	Annual audits institutionalised	OAG / PPDA Reports	Annual	OAG / PPDA
Output	SPP Reporting Compliance	% of PDEs submitting SPP	Not standardised	Reporting framework Year 1	≥ 90% reporting compliance	SPP Secretariat Reports	Quarterly	PDEs / MoFPED

		periodic reports						