MINISTRY OF FINANCE,
PLANNING AND ECONOMIC DEVELOPMENT

SUSTAINABLE
PUBLIC PROCUREMENT

ACTION PLAN

Implementation Framework for Sustainable Public Procurement (2026–2030)

ENVIRONMENTAL
Protect the planet for future generations

SOCIAL
Promote equity, inclusion and community well-being

ECONOMIC
Drive value for money, innovation and



PREPARED BY:
The Technical Working Group

PERIOD COVERED:
2026 – 2030

FOR USE BY:
All Public Entities and Stakeholders

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List of Abbreviations and Acronyms

ERM	Enterprise Risk Management
FY	Financial Year
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
NDP III	National Development Plan III
NEMA	National Environment Management Authority
NPSPP	National Public Sector Procurement Policy
OAG	Office of Auditor General
OPM	Office of the Prime Minister
PDEs	The 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
UN	United Nations
UNBS	Uganda National Bureau of Standards

ACCOUNTANT GENERAL ACKNOWLEDGEMENTS

I am glad to share this second Sustainable Public Procurement (SPP) Action Plan 2026–2030 which continues to provide a framework for advancing sustainable and climate-responsive procurement in Uganda.

The Ministry of Finance, Planning and Economic Development continues to provide leadership in integrating sustainability principles such as life-cycle costing, climate resilience, resource efficiency, and social inclusion into public procurement systems. Uganda has also strengthened its commitment through reporting on Sustainable Development Goal 12.7 on sustainable public procurement practices.

The 2026–2030 Action Plan places particular emphasis on strengthening institutional capacity, enhancing policy implementation, promoting data-driven monitoring and reporting systems, supporting supplier engagement and innovation, mainstreaming sustainability criteria in procurement processes, and increasing awareness and collaboration among stakeholders. It also recognises the importance of emerging communication and knowledge-sharing approaches, including digital platforms, webinars, podcasts, supplier forums, and other innovative engagement mechanisms to accelerate the uptake of sustainable procurement practices.

I wish to express my sincere appreciation to the Hon. Minister of Finance, Planning and Economic Development for the strategic

leadership and stewardship provided in advancing Sustainable Public Procurement reforms in Uganda.

special appreciation goes to staff of the Public Procurement and Management Department for the guidance they rendered during the review, redrafting and efforts of the Technical Working Group led by the chairperson Mr. David Nyimbwa Kiyingi as well as other members that included: Mr.Kyaligonza Isaac, Mr. Francis Andrew Ojambo Nakomolo, Mr. Godfrey Matovu, Mr. Fredrick Lutimba, Mr. Simon Nabyama, Mrs. Doreen Akatuhwera, Rev. Gillian Amongin, Mr. Robert Mukasa, Ms. Immaculate Asiimwe, Ms. Sharon Chelangat, Mr. Patrick Y. Okou and Mr. Patrick Ebil for their invaluable contributions.

Successful implementation of this Action Plan will require collective commitment, strong institutional collaboration, adequate resourcing, and continuous monitoring of progress and impact.

I therefore call upon all Accounting Officers, Procuring and Disposing Entities, development partners, suppliers, and other stakeholders to actively support and champion the implementation of the Sustainable Public Procurement Action Plan 2026–2030.



Godfrey B. Ssemugooma
Ag. ACCOUNTANT GENERAL

1. Introduction

1.1. The concept of Sustainable Public Procurement (SPP) emerged globally through key milestones like Agenda 21 and the Johannesburg Plan of Implementation, which recognised public sector spending (often 15–30% of GDP) as a vital lever for sustainable development. The United Nations Environment Programme (UNEP) has been the central architect of this movement since 2005, spearheading the Marrakech Task Force to develop standardised implementation methodologies. As the custodian of SDG Indicator 12.7.1, UNEP provides the global framework, tools, and technical guidance that enables countries to transform procurement from a clerical task into a strategic policy instrument.

1.2. Sustainable Public Procurement (SPP) is the process whereby public authorities seek to achieve the appropriate balance between the four pillars of sustainable development: environmental, economic, social, and governance.

1.3. The National Sustainable Public Procurement (SPP) Action Plan is Uganda's roadmap for transitioning from traditional administrative buying to a strategic system that prioritises environmental, social, economic, and governance sustainability.

2. Background

2.1. Context and Rationale

Public sector procurement represents approximately 30% of Uganda’s GDP. Traditionally, this spending was governed strictly by the "lowest bidding price" principle. However, as the impacts of climate change, resource scarcity, and social inequality have intensified, it has become clear that public spending must do more than acquire goods—it must generate public value. Chapter Five of the 2019 National Public Sector Procurement Policy (NPSPP) shifts procurement from a basic administrative task to a strategic policy tool, using government spending to drive Uganda's social, economic, governance, and environmental goals.

2.2. Global and Regional Alignment

This Action Plan is anchored in the United Nations 2030 Agenda for Sustainable Development, specifically SDG Target 12.7, which mandates the promotion of public procurement practices that are sustainable. It further aligns with the UN Environment Programme (UNEP) guidelines, which provide the technical framework for transforming supply chains. By adopting these standards, Government of Uganda joins a global movement to reduce carbon footprints and promote fair labour practices through market influence.

2.3. Evolution of the Plan (2022–2026 - 2030)

In partnership with United Nations Environment Programme (UNEP) and the European Union (EU), the Government of Uganda utilised the Switch Africa Green project to develop the current five-year SPP Action Plan.

The initial SPP phase (2022–2026) focused on establishing legal frameworks, creating an SPP Secretariat, and sensitising stakeholders. While these foundational steps were successful, the transition to the 2026–2030 cycle is driven by the need to move from policy to practice. The expiration of the previous plan in June 2026 provides a strategic window to address "implementation gaps"—specifically the need for more robust data collection, advanced Life-Cycle Costing (LCC), and the integration of circular economy principles.

2.4. Rationale for Extending the Plan beyond June 2026?

The current Action Plan (2022–2026) established the necessary institutional structures—such as the SPP Secretariat—and piloted sustainability criteria in key sectors. Extending this roadmap to 2031 is essential because:

2.4.1. Alignment with Long-Term National Goals of the following: The Ministry has aligned its next four-year cycle (2026/27 – 2029/30) with Uganda Vision 2040, the Fourth National Development Plan (NDP IV), and the **Tenfold Growth Strategy**. Extending the SPP Action Plan ensures that the procurement function directly drives this **tenfold growth agenda**, serving as both a resource mobilisation strategy and a strategic engine for sustainable development

2.4.2. Sustaining Market Transformation: The current plan has laid the groundwork for all sectors and providers to adopt sustainable standards. A premature end would stall the "structural transformation" of the private sector.

2.4.3. Maximising Value for Money (VfM): Transitioning from "lowest price" to total cost of ownership is a complex behavioural shift. Continued implementation is needed to prove the long-term fiscal benefits—such as reduced energy and maintenance costs—which outstrip initial purchase prices.

2.4.4. Maturity Gap: Moving from "regulatory intention" to "practical implementation" requires longer cycles to build supplier capacity and professionalise the procurement workforce.

2.4.5. Policy Continuity: A four-year extension ensures that sustainability remains embedded in the procurement cycle regardless of institutional leadership changes.

3. Emerging Issues for the 2026–2031 Cycle

To remain effective, the revised plan incorporates critical emerging themes that have gained prominence since the previous cycle:

3.1. Circular Economy and Decarbonisation: Prioritising "near-zero emission" materials, particularly in high-impact sectors like the built environment and construction.

3.2. Digital Transformation: Leveraging digital platforms for Electronic Government Procurement, powered by Artificial Intelligence and data analytics, to maximise transparency, automate compliance, and track real-time sustainability insights.

3.3. Social Equity and Inclusion: Expanding criteria to specifically include gender-responsive procurement, youth employment, and the inclusion of SMEs/MSMEs in the supply chain.

3.4. Supply Chain Resilience: Addressing geopolitical risks and logistics shortages by fostering local, sustainable supply markets.

This 2026–2030 Action Plan serves as our commitment to a resilient, inclusive, and carbon-neutral future, ensuring every public shilling spent actively builds the Uganda of tomorrow.

Table 1: Detailed Activities in the SAP

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 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	Amended legal framework, Gazetted Statutory Instruments	Increased legal compliance **Systemic institutionalization** 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
(2) Governance and Institutional Strengthening	a) Recruit and equip SPP Secretariat. b) Resource mobilization strategy. c) Set up of National 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	Functional SPP Secretariat; SPP Steering Committee; Live Product Database. General and Sector-based SPP Manual	Coordinated, accountable national apparatus enforcing SPP	Strengthened transparency, governance and institutional integrity on SPP.	Percentage of PDEs with SPP Focal Persons; Functional SPP Products Register. Sector-based SPP Manuals	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
	tool among others							
(3) Capacity Development and Professionalization	a) Capacity needs assessments in PDEs b) Review ToT guide/material. c) Train 50+ Trainers. 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	Certified Procurement Officers; Accredited training modules. SPP provisions incorporated on the e-GP system	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
	for key stakeholders in the area of sustainable built environment j) Mainstream circular procurement education. k) Establish knowledge exchange networks. l) Establish mentorship programmes 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 programmes and debates.** f) **Interactive website and newsletters.**	SPP Knowledge Portal; National awareness campaigns; Documentaries developed SPP Awards.	Widespread awareness of 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 in public events/ forums** h) **Launch SPP Compliance awards.** i) **Document and share Case Studies (P4.7)**							
(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	Certified sustainable and circular compliant suppliers/ providers. Innovation Hubs;	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

	circular building projects e) Establish pre-approved sustainable and circular compliant providers f) Support the performance-based and innovation-oriented procurement approaches that incentivise and specify outcomes g) Promote Collaborative procurement methods	Financial Grant Facility.						

Strategic Directions / Objectives	Key Activities (Actionable Steps)	Strategic Output	Strategic Outcome	Strategic Impact	Performance Indicator (KPI)	Timeline (FY-Term)	Lead Agency	Supporting Partners
	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 & 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 SPP M and E framework,	Digital M&E Dashboards;	Evidence-driven SPP reporting	Value for Money (VfM) validation:-	% of PDEs submitting	Short to Long	OAG PPDA MoFPED	OPM, MoPS, OAG,

Strategic Directions / Objectives	Key Activities (Actionable Steps)	Strategic Output	Strategic Outcome	Strategic Impact	Performance Indicator (KPI)	Timeline (FY-Term)	Lead Agency	Supporting Partners
	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-evaluations*). f) Publish national SPP scorecards g) Establish and implement monitoring and reporting systems. h) Adopt integrated impact assessment	Annual Statistical Abstracts; Audit SPP reports.	Compliance & enforcement	Continuous system improvement;	quarterly reports that include sustainability performance data. Percentage of total procurement value incorporating SPP criteria.	Term	OIAG	NCC, Academia, Research Institution
(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)	SPP Research Dashboard Sector-specific LCC Manual;	Evidence-based shift from "lowest price" to "total value for money" in decision making.	Optimised public expenditure through reduced long-term maintenance/disposal costs.	% of procurement staff with SPP certification (Target: 85%) No. of sector-specific LCC tools			

Strategic Directions / Objectives	Key Activities (Actionable Steps)	Strategic Output	Strategic Outcome	Strategic Impact	Performance Indicator (KPI)	Timeline (FY-Term)	Lead Agency	Supporting Partners
	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 projects in infrastructure.	National Directory of Sustainable Products. 10 successful circular economy pilot projects.	Increased adoption of innovative, climate-smart solutions by PDEs.	A modernised procurement system that incentivises private sector innovation.	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%)			

Key Notes for reader clarity:

(1) Short Term = 0–2 years (foundation setting, guidelines, communication).

(2) Medium Term = 2–5 years (capacity building, legal reforms, system enhancements).

(3) Long Term = 5+ years (full integration, innovation, sustainability maturity).

(4) This SPP Implementation Plan reflects the *political direction* (industrialisation, local jobs, efficiency) while respecting Uganda's *existing laws and policies*.

4. Conclusion:

The launch of this second edition of the Sustainable Public Procurement (SPP) Action Plan marks a decisive shift from policy formulation to accelerated implementation. Over the past cycle, the foundational structures for sustainable procurement were established; today, this updated framework serves as the definitive roadmap to institutionalise sustainability across all levels of government spending. By refining our technical criteria, transitioning to life-cycle costing, and strengthening compliance mechanisms, this edition ensures that public market power actively drives national climate resilience and social equity.

The success of this updated plan relies entirely on collective ownership and strict accountability. Achieving these targets requires continuous capacity building for procurement practitioners, robust monitoring tools, and proactive engagement with local suppliers to build a sustainable market capacity. As public entities align their budgets with these revised standards, public sector procurement will cease to be an administrative transaction and instead become a powerful strategic engine for sustainable, inclusive economic growth.

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ABOUT THIS PLAN

SUSTAINABLE CHOICES IN EVERY PUBLIC PURCHASE

The Sustainable Public Procurement Action Plan is the implementation framework for 2026–2030. It guides all public entities and stakeholders in using public spending to protect the environment, promote equity and inclusion, and drive value for money, innovation and local development.

ENVIRONMENTAL
Protect the planet for future generations

SOCIAL
Promote equity, inclusion and community well-being

ECONOMIC
Drive value for money, innovation and local development

PREPARED BY
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PERIOD COVERED
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