MINISTRY OF FINANCE,
PLANNING AND ECONOMIC DEVELOPMENT

SUSTAINABLE PUBLIC PROCUREMENT MANUAL

Practical Guidelines and Procedures for Sustainable Public Procurement

PROCUREMENT CYCLE
Apply sustainable procurement at every stage

COMPLIANCE & GOVERNANCE
Ensure accountability, transparency and ethical procurement

CAPACITY & COMPETENCE
Strengthen skills and promote continuous improvement

Promoting value for money while protecting the planet, empowering people and building a prosperous Uganda.



PREPARED BY: The Technical Working Group

PERIOD COVERED: 2026 – 2030

FOR USE BY: All Public Entities and Stakeholders

DATE OF PUBLICATION : JUNE 2026

Abbreviations and Acronyms

GoU	Government of Uganda
GDP	Gross Domestic Product
CO2	Carbon dioxide
EEE	Electrical and Electronic Equipment
eGP	Electronic Government Procurement
EU	European Union
ESHS	Environmental, Social, Health and Safety
FIDC	International Federation of Consulting Engineers
NEC	National Enterprises Corporation
NEMA	National Environmental Management Authority
NPSPP	National Public Sector Procurement Policy
NSSF	National Social Security Fund
NSPPAP	National Sustainable Public Procurement Action Plan
NDP IV	National Development Plan IV
MDAs	Fourth Ministries, Departments and Agencies
MoFPED	Ministry of Finance, Planning and Economic Development
MICT	Ministry of Information Communication and Technology
MoWT	Ministry of Works and Transport
LCC	Life Cycle Costing
LED	Light Emitting Diodes
ILO	International Labour Organization
PPDA	Public Procurement and Disposal of Assets Act
PPMD	Procurement Policy and Management Department
OPM	Office of the Prime Minister
SBD	Standard Bidding Document
SME	Small and Medium Enterprise
SCC	Special Conditions of Contract
SD	Sustainable Development
SDG	Sustainable Development Goals

SPP	Sustainable Public Procurement
UN	United Nations
UGGDS	Uganda Green Growth Development Strategy
PDEs	Procurement and Disposing Entities
SRLs	Social Responsibility Labels

Glossary

Circular economy this is an economy model that is **restorative** and **regenerative** by design and aims to help to maintain products, components, and materials at their highest utility and value at all times without immediate recourse to disposal. In a circularity model, products and materials are manufactured, used and at the end-of-life stage, they are become inputs materials and resources, instead of going to the Landfills. In this way, products retain their value for much longer.

e-Products are items for use in households, public and private organizations with some degree of electrical components

e-Waste refers. to items of all types of electrical and electronic equipment having been discarded by the owner as waste without the intension of re-use

Life Cycle Cost is an economic assessment. considering all agreed projected significant and relevant costs flows over a period of analysis expressed in monetary value. The projected costs, are those needed to achieve defined levels of performance, including reliability, safety and availability – IISD [2009]

The Marrakech Process is a global, multi-stakeholder initiative, led. by UNEP to promote progress on implementation of sustainable consumption and production patterns. The process was launched at a meeting in Marrakech, Morocco, in 2003 as a response to a call by the Johannesburg Plan of Implementation adopted at the World Summit of Sustainable Development of 2002 to craft a 10-Year Framework Programmes on Sustainable Consumption and production patterns(10YFP)

The Marrakech Task Force [MTF] on SPP was the first international initiative promoting SPP at global level. It was launched in Switzerland in 2005 as one of the seven Task Forces under the Marrakech Process on SCP led by UNEP and MTF that has developed a specific methodology to promote SPP through training, facilitate dialogue and collaboration.

Sustainable Development is development that meets the needs of the present and without compromising the ability of the future generations to meet their own needs. (UNESCO,2020)

Sustainable Procurement is a process whereby organizations meet their needs for goods, services and works and utilities in a way that achieves value for money on a whole life basis in terms of generating benefits not only to the organization, but also to society and the economy, while minimizing damage to the environment. When sustainable procurement is conducted by public authorities, we then refer to SPP. (UNEP SP Task Force, 2006).

The 10-Year Framework of Programmes [10YFP] is global framework of action to enhance international cooperation and accelerate the shift towards sustainable consumption patterns in both developed and developing countries.

One Planet Network is a global community of practitioners, policymakers, and experts, including governments, businesses, civil society, academia and internal organs, that implement the 10-Year Framework of Programmes on sustainable consumption and production for achieving SDG 12 on ensuring sustainable patterns of consumption and production.

Value for Money is traditionally considered a balancing act for quality, cost and time. With sustainable procurement it is the optimization of whole-life-costs and quality needed to meet the user's requirements while taking into account the potential risk factors and resources available.

The signalling Effect is when an action by one party (like a company or government) sends a credible, informative signal to another (like investors or the public) about hidden information, influencing their behaviour, especially where there is asymmetric information. For example, a company paying high dividends signals financial health, while a college degree signals competence to employers, even if the degree itself does not boost productivity. It is crucial in finance, economics, and marketing, explaining behaviours like buying luxury goods (peacock's tail) or the impact of central bank policies.

Sustainability Criteria are requirements for the sustainable quality of a product or service, and its production which have to be fulfilled in order to acquire a sustainable status or certification like high level of recycled content or energy efficiency level or absence of hazardous substances – (Pavlaskania. E 2013)

Sustainable Procurement Criteria are requirements integrated into the bidding process at each stage of the procurement cycle to acquire specific products or services, select bidder and manage contracts.

Sustainability Award Criteria are those that involve giving additional points for sustainable attributes in a bid offer that cover all or some of the Sustainable Procurement pillars of financial, environmental, social and governance.

SPP Pillars are the building blocks of sustainable procurement that include economic, environmental, social and governance.

Quick-Win is an improvement that is visible, has immediate benefits and can be delivered quickly after the project begins. The quick-win does not have to be profound or have a long-term impact on the entity but should be something that many stakeholders agree is a good thing.

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ACCOUNTANT GENERAL'S STATEMENT

I have the pleasure to share this Sustainable Public Procurement (SPP] Manual which will provide an implementation framework for institutionalizing SPP in the procurement and disposal process in Uganda. This SPP Manual is the first of an intended iterative process, subject to the evolution of policy and regulatory framework where subsequent Manuals will be produced to reflect dynamic trends in the development and implementation of SPP.

The Government of Uganda (GoU)is committed towards the achievement of United Nations Sustainable Development Goals 2030 that focuses on Sustainable Development. Through the Ministry of Finance, Planning and Economic Development (MoFPED) the GoU developed The National Public Sector Procurement Policy 2019 that provided for a public sector procurement system that is inclusive of social, economic and environmental aspects of sustainability, that go beyond the traditional view of procurement as a fiscal tool

Building on the public sector procurement policy, the GoU has reviewed the legal and regulatory framework to provide for sustainability considerations in the procurement process. In order to help with the implementation of SPP, Action Plans have been developed. These Action Plans require a Manual for integrating SPP in the procurement process.

I take this opportunity to thank those who contributed to development of this Manual. I specifically recognize the staff of the Public Procurement and Management Department for the guidance they rendered during the drafting and efforts of the Technical Working Group led by Mr. David Nyimbwa Kiyingi as well as other members that included: Mr.Kyaigonza 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.

Acknowledgement is made of the insights drawn from the UNEP SPP Approach second edition, 2021; the Marrakech Task Force Activity Reporting; the Procure + Manual for Sustainable Procurement Implementation Guide, 2016; the third edition of the Buying Green, EC, 2016; the Toolbox of Sustainable Procurement, 2014[Kfw]; Handbook on SSP by One Planet Network and the United Nations Institute for Training and Research as well as The One UN Climate Change Learning Partnership.

I therefore call upon, all Accounting Officers, Policymakers and Procuring and Disposing Entities to actively support and champion the integration SPP in the procurement process using this Manual. The Manual will be a valuable tool to make the application of SPP a reality.



Godfrey B. Ssemugooma
Ag. ACCOUNTANT GENERAL

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1.0 INTRODUCTION

Sustainable Public Procurement (SPP) is about integrating sustainable practices in the public sector procurement and disposal process based on the considerations of the four pillars of environmental, economic, social and governance. The four pillars are referred to as *"The Quadruple Bottom Line",* which highlights a paradigm shift from the traditional approach of the *"Iron Triangle"* that focuses on Cost, Quantity and Quality.

The foundation of SPP is the concept of Sustainable Development (SD), which requires public and private sectors to consider social, economic and environmental aspects in their operations. Accordingly, SPP is premised on UN Agenda 2030 and specifically Sustainable Development Goal (SDG) 12 on Responsible Consumption and Production. A sub-theme of SDG 12, SDG 12.7 specifically seeks to promote public procurement practices that are sustainable, SPP is one of the potential resource mobilization and intervention strategies for the transition to responsible consumption and production.

Ministry of Finance, Planning and Economic Development has embarked on the integrating SPP in the procurement system. The integration will enable Uganda to meet her commitment to report on the progress of implementation of the UN SDGs. Uganda officially began reporting on SDG Target 12.7 on the 17th October, 2022. This reporting is done through the Ministry of Finance, Planning and Economic Development.

SPP specifically enables the practitioners and providers to transit from focusing only on value for money and embrace environmental, social and governance considerations. This is important because every procurement and disposal has hidden health, environmental and social impacts throughout the entire supply chain. It is important to note that the transition to SPP may be laden with hindrances that are grounded in perception. The most cited hindrances are shown in the knowledge box hereunder.

Knowledge Box [topmost of Impediments to SPP Implementation]
According to UNEP survey, three ~~top most~~ cited barriers to implementation of Sustainable Procurement were~~:~~ **1. Perception that sustainable products and services are more expensive than the traditional ones – this can be mitigated by application of Life-Cycle-Costing** **2. Lack of expertise in Sustainable Procurement implementation – this can be mitigated by training and knowledge sharing** **3. Lack of Policy commitment, goals and Action Plans – this can be mitigated by having Policy, Strategy and Action Plans supported by a dedicated sustainable procurement secretariat and resources** ***Source: Global Review of SPP Stakeholders Survey, UNEP,2017***

1.1 Purpose of the Manual

While many Governments and organizations have adopted high-level "sustainable " policies, translating those goals into daily procurement decisions remains a major operational challenge.

A Sustainable Public Procurement (SPP) Manual serves as the definitive operational blueprint that transforms high-level environmental, social, economic, and governance policies into daily government procurement transaction actions**.**

Ultimately, a Sustainable Public Procurement Manual ensures that sustainability is treated as a mandatory, core requirement of public business rather than an optional afterthought. By institutionalizing these practices, the manual protects public funds, stimulates green markets, and ensures that tax dollars actively build a cleaner, fairer future.

The Specific Purposes of SPP Manual

i) To enable stakeholders involved with implementing SPP understand what needs to be done, at what stage in the process and by whom;

ii) To provide a reference tool for practitioners in the course of implementing SPP;

iii) To provide a framework approach and competences for implementation of SPP across entities; and

iv) To avail entities knowledge on incorporation of SPP clauses in contracts

1.2 SPP Goal

The ultimate goal of Sustainable Public Procurement (SPP) globally is to use the massive purchasing power of governments to drive sustainable development and market transformation. At the local level, the ultimate goal of Sustainable Public Procurement (SPP) reforms in Uganda is to transform public **sector** procurement into a strategic **environmental,** socio-economic **and governance** tool. Nonetheless, it should be emphasized that SPP is not a departure from value for money and does not operate independently from the value for money concept.

Instead of just buying the cheapest goods, the government uses its immense acquisition power—which accounts for over 60% of the national budget and roughly 30% of GDP—to drive sustainable national development.

This goal is operationalized through the PPDA primary and secondary legal frameworks, and the Ministry's SPP Action Plan

1.3 Target Audience

The target audience for the **Sustainable Public Procurement (SPP) Manual** in Uganda consists of **key stakeholders in the public procurement system**. This manual operationalizes Section 66 of the PPDA Act, Cap. 205 (which mandates balancing environmental protection, social inclusion, and innovation).

The primary target groups include:

i. Procurement practitioners;

ii. Accounting Officers, Contracts Committees, User Departments;

iii. Oversight agencies like PPDA;

iv. High-level institutional decision-makers who approve public tenders;

v. The Private Sector that includes providers**,** manufacturers, contractors, and Micro, Small, and Medium Enterprises (MSMEs), especially Special

Interest Groups (SIGs) like women, youth, and Persons with Disabilities (PWDs), who must understand how to fulfil "sustainable" and socially inclusive tender

1.4 The importance of Digitalization in SPP

Procurement processes will continuously be influenced by electronic systems hence and it is important to consider their role in facilitating SPP. An electronic procurement system can allow us to track the use of SPP criteria and to verify that providers have made available the required information to demonstrate compliance. The system makes it easy to verify the effectiveness of SPP which also feeds into the monitoring and review.

Considerations for adapting electronic procurement system to help implement SPP include:

[i] Ability to facilitate the identification and tracking of contracts with SPP criteria;

[ii] Ability to integrate with sources of SPP criteria like database or eco-labels so that these can be easily incorporated into the evaluation and contracts;

[ii] Ability to facilitate life-cycle costing using the built-in tools; and

[iv] Ability to make it easy for providers to access SPP requirements.

Knowledge Box [Electronic Government Procurement in Uganda]
Electronic Government Procurement (eGP) is the use of Information and Communication Technology which is internet-based, by entities in conducting procurement and disposal processes. It is a digital system meant to make public procurement transparent and efficient in handling transactions in the entire procurement process. ***Mission of eGP in Uganda:*** **To attain transparency, accountability, efficiency and competion in public procurement by leveraging Information and Communication Technologies.** ***Genesis:*** **On the 1st July, 2021, Government rolled out eGP system in eleven selected pilot entities. The system design was an end-to-end web-based system covering all stages from Planning, bidding, evaluation, award and contract management, too invoicing and payment. By 2025, the eGP was anticipated to be mainstreamed to all entities.** ***How eGP is promoting SPP:*** **The transparency and openness of eGP provides a platform for advancement of SPP particularly on the governance pillar. With eGP all processes are open and online and template-driven, making transactions standardized and traceable. This reduces errors in processing and documentation for providers, hence improved capacity to prepare and submit bids. Being transparent, eGP strengthens accountability by enhancing improved access to information, leaving an electronic traceability that eases reporting and auditing obligations. Regarding the environmental pillar, eGP promotes paperless-based processes as well as online providers' registration where certificates are generated online. On the social pillar, eGP can promote local small and micro enterprises as well as Special Interest Groups [SIGs] through open access to information**

1.5 Living Document Disclaimer

This Sustainable Public Procurement (SPP) Manual is a dynamic, living document. It has been developed to provide immediate, practical guidance to Procuring and Disposing Entities (PDEs) in Uganda while acknowledging that the strategic, regulatory, and market landscapes for sustainability are rapidly evolving.

As the Government of Uganda progressively implements SPP reforms, this Manual will be subject to continuous monitoring, review, and periodic updates.

2.0 BACKGROUND

2.1 POLICY, STRATEGIC AND LEGAL FRAMEWORKS

The policy, legal, and strategic structures driving SPP in Uganda are inter-linked and continuously expanding. The policy framework sets the macro-level mandate, positioning public sector procurement not merely as an administrative cost center, but as a strategic tool for environmental, socio-economic, and governance transformation.

2.1.1 Policy and Strategic Grounding

The Government of Uganda (GoU) maintains a strong commitment to supporting activities that advance national sustainability, a dedication systematically driven by the comprehensive, long-term planning blueprint of Uganda Vision 2040 and operationalized through targeted policy and strategic frameworks like the Uganda Green Growth Development Strategy (UGGDS), the National Public Sector Procurement Policy (NPSPP), the National Acton Plan [2022-2026], the National Development Plan IV, the Buy Uganda Build Uganda (BUBU) Policy, the National Climate Change Policy, the E-Waste Management Policy for Uganda, Guidelines for E-Waste Management in Uganda and the National Renewable Energy Policy among others. These policy documents are housed in different public competent, bodies but inter-linkaged. These bodies include the MoFPED, Ministry of Trade, Industry and Cooperatives, Ministry of Water and Environment, Ministry of Energy and Mineral Development, Ministry of Information, Communication and National Guidance and National Planning Authority among others.

2.1.2 The Legal and Regulatory Framework

The legal framework converts high-level policy into enforceable statutory obligations. It dictates exactly what procuring entities can and cannot do. The Sustainable Public Procurement (SPP) reforms in Uganda are legally backed by

The PPDA Act Cap 205. The 2021 amendments embedded SPP directly into the legal framework under section 66 mandating Procurement and Disposal Entities (PDEs) to take into consideration environmental, social, and economic factors into their acquisition decision making process.

Concurrently, the operationalization of the revised PPDA Regulations 2023 systematically institutionalized Sustainable Public Procurement (SPP) practices, transforming sustainability from an optional preference into a mandatory compliance requirement. The PPDA Act and Regulations are buttressed by the implementing instruments that include the Standard Bidding Documents and Guidelines. MoFPED provides oversight through the Procurement, Policy and Management Department and PPDA to ensure implementation of the legal and regulatory framework.

2.2 Business Case for SPP

Public sector procurement is a cornerstone of public sector functionality, required by all governments to acquire goods, deliver essential public services, and commission vital infrastructure and works. In Uganda, while funding for these major acquisitions is often supplemented by development partners and international donors, the execution and management of the process remains a sovereign public sector responsibility.

Given Uganda's pressing developmental needs, there is an urgent imperative to rapidly expand public services and infrastructure. This development drive creates an immediate, strategic opportunity to build institutional frameworks and elevate local industrial capacities in a tangible, lasting manner.

Sustainable Public Procurement (SPP) provides Uganda with a critical mechanism to optimize this growth from the outset. By embedding sustainability criteria directly into existing statutory procurement systems, the country can achieve significant macro-economic and socio-economic benefits.

Sustainable procurement offers the following benefits:

2.2.1 Promotion of sustainable development: SPP can promote national sustainable development objectives, when deployed as a policy tool to support sustainable consumption and production. For instance, through procurement we can support the implementation of energy policies that reduce energy consumption via procurement of energy-efficient LED rather than an incandescent type. In such a case SPP promotes good practice to use efficient lighting system while at the same time diminishing the negative practice of using the traditional energy inefficient bulbs.

2.2.2 Environmental protection and resource conservation: Integrating environmental protection and resource conservation into public sector procurement means that government entities proactively utilize their massive buying power to safeguard natural ecosystems and mitigate climate change risks

2.2.3 SPP can promote a circular economy that aims to decouple economic. activity from the consumption of finite resources. The circular economy designs waste out of the system, keeping products and materials in use for long and allow regeneration of the ecosystem.

2.2.4 Promotion of cost reduction: SPP delivers financial benefits by assisting in reducing costs via pursuing value for money in the life cycle of products. Factors like consumption of energy and materials, repair, maintenance and spare parts, product life time expectancy and end-of-life disposal that cumulative help add up to the real cost of acquisitions and disposals of assets.

2.2.5 Promotion of markets for sustainable products: SPP can promote development of markets for sustainable products and services and drive

innovations. Providers can be incentivized to produce or make available more ecological products services and have production processes that minimize impacts on the environment.

2.2.6 Contribution to social equity: SPP can contribute to social equity when Government uses its purchasing power to enhance compliance with national and international social and labour standards and legislation on fair and safe working conditions. SPP can promote social justice through social inclusion and equity in public contracting. This can improve gender inclusivity and promote enterprises owned by special interest groups, leading to better living conditions. As stated above, the details regarding the case for embracing sustainable procurement is outlined in Annex 2

2.3 The Principles of SPP

Following the 2002 World Summit on Sustainable Development, the Marrakech Process was launched to accelerate the shift towards Sustainable Consumption and Production (SCP). The specific SPP principles were created to establish a globally unified framework for green purchasing at that time. The principles are as follows:

2.3.1 Principle No. 1: Good procurement is Sustainable procurement

This is the basic principle underlining all the other principles. Good procurement considers the sustainable development pillars of environmental, social and economic. This goes together with the traditional good procurement principles of transparency, fairness, efficiency, effectiveness, non-discrimination, completion, accountability and verifiability.

2.3.2 Principle No. 2: Support by Senior political and technical leadership

The support and championship of senior leadership is essential to promote and embed SPP practices in the procurement process especially in fostering regulatory changes and securing requisite resources. The senior leaders will drive policy

which will be translated into action. Therefore, SPP implementation needs leadership.

2.3.3 Principle No. 3: Respect for stakeholder interests

SPP builds on stakeholder engagement, respects, considers and responds to the interests of stakeholders involved in or impacted by procurement activities. In so doing SPP helps to build shared visions, inclusive solutions and targeted communication, consistent message and early engagement.

2.3.4 Principle No. 4: Contribution to broader policy goals

SPP contributes to attaining a wide range of goals through strategic spending and linking policy to objectives that can translated into action. The broad goals may include sustainable natural resource management, resource efficiency, sustainable consumption and production or market innovations towards green products.

2.3.5 Principle No. 5: Sound organizational management principles

SPP builds on a risk-and-opportunity based approach, continually reassessing [continuous improvement] and targeting areas of highest impact or priority and focusing on “quick-wins” and life-cycle approaches.

2.3.6 Principle No. 6: Monitoring outputs and outcomes

Continuous improvement of SPP implementation is only possible if the outputs delivered and the outcomes achieved are known. Monitoring and evaluation systems measuring outputs and outcomes are essential for tracking progress and identifying areas for improvement. Effective measurement demands a baseline and targets that are beforehand defined.

3.0 INTEGRATING SPP IN PROCUREMENT AND DISPOSAL CYCLE

Integrating sustainability into the procurement cycle requires embedding environmental, social, economic, and governance criteria into every feasible

phase—from initial planning to final contract disposal—rather than treating it as an afterthought.

Specific procedures already guide each stage of the procurement and disposal cycle. This existing framework provides a ready platform to integrate sustainability considerations effectively. Consequently, Sustainable Public Procurement (SPP) builds directly upon this traditional cycle. Mainstreaming SPP ensures that environmental, social, economic, and governance pillars become normalized within standard operations.

Here are the key operational facts on how sustainability can practically be integrated at each stage of the procurement cycle:

3.1 Planning Stage

Integrating sustainability practices must begin during the initial planning phase before any solicitation documents is drafted. Sustainability requirements must be established during procurement planning and maintained through the bidding stage. By embedding these criteria directly into the initial tender and contract design, procuring entities ensure that sustainability remains central to every phase of the acquisition cycle.

3.1.1 Buyers need to start the integration at the Needs assessment stage. This is crucial in Sustainable Public Procurement (SPP) planning because it prevents the acquisition of unsustainable goods and services. By validating whether a need actually exists before defining what to buy, a PDE can opt for sustainable alternatives like sharing, reusing, or upgrading existing assets.

3.1.2 Buyers need to Conduct pre-tender market surveys to determine if the existing market can meet the sustainable ambitions and hence the capacity to deliver. Without early dialogue, buyers risk setting unrealistic sustainability criteria that result in failed tenders, inflated prices, or a lack of responsive bidders.

3.1.3 Once the need has been validated, it is prudent that buyers undertake a spend analysis and sustainability risk assessment on the proposed needs. This ensures risk mitigation measures are embedded directly into the tender requirements.

Knowledge Box [Spend Analysis]
SPEND ANALYSIS (SA): in procurement is the data-driven process of collecting, cleansing, and categorizing expenditures to answer four core questions: *What are we buying? Who are we buying from? How much are we paying?* and *is there a better way to do this?* **KEY OBJECTIVES: *Cost Reduction:* Identifies price variances, areas of overpaying, and opportunities to negotiate better terms; *Supplier Consolidation:* Highlights overlapping vendors to leverage volume discounts; *Risk Mitigation:* Uncovers exposure to single-source dependencies and volatile supply chains and categories of spend that bring large amounts or risk to the entity; *Source of intelligence:* To inform strategic decisions and policy; and *Inform negotiations:* The data can help inform approach to negotiations.** **A PLANNING EXERCISE: Send analysis is a good starting point when trying to figure out where to begin your SPP activities. Doing SA entails breaking down of total annual spending on goods and services into major categories where large amounts of money are being spent and hence likely to have the largest impact. Categories where smaller amounts are being spent may represent easier places to start an SSP programme as they are of lower profile and more prone to for willingness to change. One of the principal outcomes of the SA exercise is to identify key sustainability risks to the organization, i.e., Where are we spending more on unsustainable goods and services?** **SOFTWARE FOR SA: 1. The software includes; Ariba Procuri @ www.ariba.com 2. Emptoris @ www.emploris.com** **4. Oracle @ www.oracle.com 4. Zycus www.zycus.com**

Knowledge Box [Sustainability Risk Assessment]
PROCUREMENT RISK ANALYSIS: is the systematic process of identifying, assessing, and mitigating threats throughout the sourcing and vendor lifecycle. It evaluates the likelihood and impact of potential supply disruptions, vendor financial instability, and contract failures to safeguard budgets, compliance, and operational continuity. It is part of the planning exercise. **CORE RISK CATEGORIES:** Understanding where vulnerabilities lie is the first step to analysis. The primary areas of exposure include: 1. **Supplier Risk:** Vendor insolvency, performance failures, or sub-tier supply chain bottlenecks; 2. **Financial Risk:** Budget overruns, currency fluctuations, and hidden or uncalculated costs like maintenance; 3. **Compliance & Legal Risk:** Ambiguous contract terms, ESG violations, and regulatory or audit failures; 4. **Market Risk:** Pricing volatility and sudden geopolitical or demand shifts; 5. **Operational Risk:** Internal approval bottlenecks, fragmented procurement systems, or poor integration. **THE ANALYSIS PROCESS:** A robust evaluation relies on a structured methodology to convert

unknowns into managed priorities: 1. **Identify Vulnerabilities:** Map the entire supply chain to record risks in a centralized Risk Register; 2. **Assess Likelihood and Impact:** Score identified threats quantitatively or qualitatively. Use a **Risk Matrix** (plotting probability against consequence) to prioritize the most critical threats; 3. **Allocate Risk:** Determine who is best placed to manage the risk (often the vendor for performance, or the buyer for market shifts); 4. **Develop Mitigation Plans:** Implement continuous monitoring of vendor financial health and build contingency clauses into contracts.

KEY ANALYTICAL TOOLS & FRAMEWORKS: Organizations rely on several standardized tools to execute assessments and structure sourcing: 1. **Supplier Risk Matrices:** Used to evaluate specific vendors on criteria like delivery reliability and financial stability; 2. **SWOT and PESTLE:** Strategic tools for macro-level market risk analysis; 3. **Total Cost of Ownership (TCO) Analysis:** Evaluates hidden costs across the provider/product lifecycle to prevent choosing sub-optimal, low-ball initial quotes.

The users of this Manual are further advised to get acquainted with The Public Sector Procurement Risk Management Manual developed by the MoFPED

3.1.4 Product Sustainability Attributes: Product sustainability attributes are the specific, measurable environmental, social, and economic characteristics of a product that minimize its negative impacts throughout its entire lifecycle—from raw material extraction to final disposal. In public sector procurement, buyers use these specific attributes to write technical specifications or Terms of Reference (ToRs) so they can objectively compare how "green" or "ethical" competing products are.

The information in attributes enables identification, comparison and choice that may include colour, size, weight, volume, smell, taste, touch, and quantity or material composition. Attributes are the building blocks for setting of the evaluation criteria. The evaluation criteria are arranged in such a way as to combine attributes in discernible groups for ease of evaluation. For instance, evaluation criteria may combine quantity, size and weight.

3.1.5 UNEP has developed Strategic Assessment Tools that are relevant and critical to implementing SPP because they provide the necessary frameworks for integrating environmental, social, and economic considerations into decision-making, setting measurable targets, and ensuring accountability and continuous improvement.

3.1.6 Buyers' ought to consider setting targets at this stage. Clear targets are essential for assessing progress and communicating the sustainability intentions within the entity and outside the entity. The process involves:

3.1.6.1 Establishing the Diagnostic Baseline. Use diagnostic outputs from legal, market readiness, and or prioritization assessments.

3.1.6.2 Selecting an appropriate operational mechanism used to measure compliance, e.g., *At least 70% of the total wood volume used in a furniture contract must originate from independently certified, sustainably managed forests.*

3.1.6.3 Establish a Phased, Graduated Timeline, e.g.,

3.1.6.3.1 Phase 1: Comply-or-Explain (Years 1-2): PDEs must include SPP criteria or provide formal administrative justification detailing why compliance was impossible.

3.1.6.3.2 Phase 2: Absolute Mandate (Year 3+): Fully comply.

3.1.7 It is prudent that at this planning phase, PDE starts to send a powerful message to the private sector about future market expectations – signalling effect. The signalling effect in Sustainable Public Procurement (SPP) occurs when a government—acting as the largest consumer in the economy uses its acquisition choices to communicate to the private sector about its sustainability-intent and expectations.

The signalling effect bridges the information gaps available to the government and providers leading the markets to respond to sustainability requirements. Examples of signalling effects are presented in Section 3.1.7.1 regarding Advertisement and Subject of Procurement and Disposal below.

Knowledge Box [Target Setting at different Levels]
[i] Macro Level – Provides overall procurement targets that cover public sector procurement and disposal entities. An example; "80% of procurements {by value or number of tenders} should include sustainability criteria by 2027 or all works bidding documents using competitive methods must provide for ESHS requirements". This may be set by the PPDA or SPP Secretariat **[ii] Intermediate Level – Provides for specific targets with an example "By 2027, 60% of Toner and photocopying paper should use Eco-labels or 80% of meals in staff Canteens should be organic or local or 70% of cleaning services should comply with specified social responsibility label". This can be set at macro level or at entity level.** **[iii] Operational Level – Provides for entity specific targets that can cover supplies, services or works or operational procedures. Examples "All Toner bought must use Eco - labels by 2027 or all staff to be trained in SPP by 2027"**

3.1.7.1 **The Advertisement and Subject of Procurement and Disposal:** The sustainability objective mentioned at the planning stage should be amplified in the advertisement. The statement of the subject of procurement or disposal should bring out the phrasing depicting the sustainability objective. An example of the sustainability subject of procurement for Toner is "**Provision of Toner and Toner Cartridge made in an environmentally and socially responsible way**". Furthermore, the narrative in the advertisement should bring out the sustainability goal of the procurement or disposal. Example of a brief narrative in the advertisement for Toner is in the box below:

The Ministry of MFPED intends procure Toner and Toner Cartridge made in an environmentally and socially responsible way. The Toner should be free of Heavy Metals and hazardous substances. The packaging should be non-PVC Plastics and disposal by recycle or a manner that complies with environmental, health and safety laws. The production source should be in accordance with ILO standards and accompanying confirmation of fulfillment of NSSF obligations *[Note: Note all sustainability requirements must cover all the four pillars. Some pillars may be inappropriate for some products and services]*

By emphasizing sustainability phraseology as above we provide an effective way of communicating the sustainability intent to the providers as well as the wider market. This also proves that we are taking sustainability seriously in the tendering process. The advertisement is an integral part of the Standard Bidding Document [SBD]. Therefore, inclusion of sustainability intent in the advertisement introduces the provider early enough to the sustainability agenda in the procurement. The sustainability intent should be supported by relating to the inclusion in the SBD of measurable specifications, evaluation criteria, and enforceable contract clauses.

Another example of formulation of the subject: Supply of energy-efficient computers manufactured in working conditions that respect the dignity of workers

Key players at this stage: The Accounting Officer, Procurement Practitioner, User Department, Communication Officer

3.2 Defining Needs

It is the phase where a PDE shifts from recognizing a broad internal problem to identifying the precise, objective requirements needed to solve it. Before a single solicitation document is drafted or a supplier is contacted, the buyer must clearly articulate **what** is actually required, **why** it is required, and **how** it will deliver value. A performance- or conformance -based **specification** will thereafter be drafted in such a way that it captures all the sustainability aspects of the product/service that is being acquired. These requirements may be mandatory, desirable or minimal. The minimum threshold may be a good starting point at this formative stage of SPP implementation. The criteria in Annex 1 provide for performance and conformance specifications.

The phrasing in the specifications section of the SBD ought to leave room for the providers to propose additions to the specifications above the minimum prescribed specification, hence the phrase like “or equivalent, subject to objective

demonstration of equivalence". This avails bidders the option to establish compliance against requirements through alternative means. The implied flexibility herewith helps to keep pace with changing technology especially in the case of the electrical and electronic equipment. It should be emphasized, that specifications should not be too narrow or limiting hence distorting completion. The setting of specifications should be accompanied, by means of verification as appropriate.

Furthermore, specifications and or ToR's should not be vague, ambiguous, and unnecessarily costly to limit access the targeted market of sector.

Key players at this stage: User/Technical Department; Procurement Practitioner; Competent Authority

3.3 Sourcing and Bidding Stage

Integrating sustainability at the Sourcing and Bidding Stage transforms your technical specifications into real-world market commitments. Buyer can do this at the:

3.3.1 Pre-Bid Market Engagement (Sourcing the Right Vendors) by issuing a Request for Information (RFI) or an Expression of Interest (EOI);

3.3.2 Structuring the Solicitation Documents (Bidding Mechanics) involves creating a clear, legal, and technical framework that tells potential providers exactly what you need and how they will be evaluated. The Pre-Bid Conference (Aligning the Market) bridges the planning phase and the tendering phase in the procurement cycle**.**

3.3.3 **Enforcing Submission Firewalls (The Financial Guardrail)**

To prevent artificially low bids that compromise sustainability standards, potential providers may have to itemize all sustainability-related costs transparently. Bids

with hidden or omitted sustainability costs may be disqualified for non-compliance."

3.4 Evaluation Stage

The evaluation stage is the defining focal point of Sustainable Public Procurement (SPP) reforms. While the planning and specification stages set the rules, the evaluation stage is where those rules are legally enforced. It acts as the operational gatekeeper that translates abstract national sustainability policies into real-world contract awards. Buyers must appreciate the evaluation criteria and the evaluation process.

3.4.1 **Sustainable Evaluation Criteria:** The evaluation criteria are the rules of the game and dictates what will be measured.

A **sustainable evaluation criterion** is a set of formal benchmarks used in the solicitation documents to assess a provider's environmental, social, economic, and governance impact alongside traditional factors like price and technical capacity. The criterion dictates what information you must request from potential providers. The criterion ought to have been taken into consideration at the planning stage and in line with the PPDA (Rules and Methods for Procurement) Regulations 2023. This will follow, the PPDA stages of qualification/eligibility requirements, technical compliance and in some instances the rated criteria before price evaluation. The complexity of your sustainable criteria determines the steps in your detailed evaluation process.

Example of SPP Criterion and at Eligibility and Technical Responsiveness stages	
Qualification/Eligibility	❑ Provision of NSSF Certificate ❑ NEMA Certificate ❑ Environmental and Social Impact Assessment ❑ Provision of policy on gender inclusiveness ❑ Signed Code of ethical conduct ❑ Providers Employment Manual ❑ Availability of Environmental Policy document ❑ Membership to SIGs bodies ❑ Confirmation of Residence for affirmative action like National Identification of Local Council confirmation letter
Technical Responsiveness	❑ Resource Efficiency ❑ Hazardous substances - Exclusions ❑ Design for Reparability ❑ Disposal in Environmental Sound Manner

3.4.2 Evaluation of Bids

Under the Public Procurement and Disposal of Public Assets (PPDA) Act, Cap. 205 and the operational PPDA (Evaluation) Regulations 2023, bid evaluations in our Uganda follow a rigid, sequential, and highly transparent multi-stage framework. To satisfy PPDA transparency rules, sustainability evaluation cannot be arbitrary. It must be executed through four distinct legal mechanisms embedded directly into the Standard Bidding Documents (SBDs).

Non-Rated Technical Specifications (The Pass/Fail Gate)

For standard goods or services, the PPDA mandates that sustainable criteria should be written as absolute **minimum standards**, rather than points-based variables.

Quality and Cost-Based Selection (The Merit Point System)

For complex services, consultative contracts, or major works, PDEs utilize a weighted scoring matrix where sustainability yields higher marks.

Monetary Quantifiable Criteria: In public sector procurement, particularly under the Public Procurement and Disposal of Public Assets (PPDA) Act, Cap. 205, monetary quantifiable criteria involve converting non-financial product characteristics—such as energy consumption, maintenance needs, or environmental impacts—into a direct monetary value (Uganda Shillings)**.**

This allows consideration of costs other than the purchase price with regard to sustainable requirements. The award is not necessarily to the bid with the lowest price. Other considerations come into play like domestic margin of preferences or Life Cycle Costing (LCC) with sustainable requirements that can be monetized.

Mandatory Statutory Preferences (The Social Inclusion Gate)

Social sustainability in Uganda is legally operationalized through PPDA Reservation Schemes primarily anchored in **Section 59B and Section 63(2) of the Public Procurement and Disposal of Public Assets (PPDA) Act, Cap. 205** (as amended). These provisions empower the practitioners to set aside specific public procurement contracts, sectors, or geographical areas exclusively for target groups. Practitioners are advised to refer to the relevant PPDA Guidelines on Reservation Schemes.

Key players at this stage: Procurement Practitioner; User Department/Technical Officer; Competent Authority

3.5 Use of Eco- labels and Social Labels

Eco-labels and social labels are verifiable, third-party certifications attached to products or services to prove they meet specific environmental or ethical standards. Globally, there are labelling and certification systems designed to indicate that a labelled product meets certain environmental and or social standards. These labels tend to prove that a product's performance is superior to other products. The labels avail an opportunity to an entity to access detailed knowledge on the performance of the product on environmental and social sustainability indicators.

When bids are opened, the Evaluation Committee reviews the required **means of verification** to validate the supplier's statements and compliance claims made in their offer. To ensure products meet the required sustainability parameters stated in the solicitation document, the committee looks for specific verification paperwork, such as **Type I Eco- or Social Labels** (e.g., ISO 14024 standard certifications, Energy Star for energy efficiency).

These Eco-Labels or Social Labels do not constitute technical specifications in themselves; rather, they serve as primary tools for **specifying and verifying** relevant product characteristics. They must not be viewed as blanket proof of superior performance.

Key players at this stage: User/Technical Department; Procurement Practitioner; Competent Authority

3.6 Contracting Stage

Integrating sustainability at the contracting stage converts abstract environmental, social, economic and governance policies into legally binding commitments. While the planning and evaluation phases establish parameters, the execution of the final contract transforms a supplier's sustainability proposals into enforceable operational obligations.

The contractual clauses are provided at the preparation stage of the SBD to ensure awareness by the provider at the very start of the process, as well as promote transparency. This will help ensure adherence to the clause provisions by the provider and bind parties to the contract as per mutually agreed terms and conditions. This binding makes it possible to monitoring during implementation.

Buyers may where necessary use the Special Conditions of Contract (SCC) to introduce targeted clauses that take legal precedence but are not catered for under the General Conditions of Contract (GCC). Following are examples of contract clauses that can be included in the SCC:

i. All desktop computers, laptops, and server units delivered under this Contract must meet the adopted UNBS Standards, or hold and maintain an active **Energy Star, TCO Certified, or EPEAT Gold** certification (or certified national equivalent) for the entire duration of the Contract;

ii. The Service Provider shall exclusively utilize cleaning detergents, sanitizers, and chemical consumables that carry a recognized Type UNBS Q Mark or Eco-label (such as **The EU Ecolabel, Blue Angel, or Green Seal**) proving they are fully biodegradable and maintain low-VOC (Volatile Organic Compound) properties.

iii. The provider shall maintain a zero-tolerance policy against gender-based violence, sexual harassment, and workplace discrimination based on gender, tribe, religion, age, or disability.

Where there are post-award negotiations, effort must be made not to admit adjustments in the clauses that alter the original sustainability objectives set at the planning stage.

Practitioners should check with PPDA Standard provisions or Development Partners requirements for Environmental, Social, Health and Safety (ESHS).

Key players at this stage: Contract Manager; Procurement Practitioner; Legal Officer; User Department.

Knowledge Box (Examples of aspects covered by contract clauses)
Defining the performance of services and works ❑ Application of specific environmental measures {can be informed by 3rd party certification like EMAS or ISO 14001} ❑ Reports on environmental issues arising during performance for instance, hazardous spillages ❑ Use of dosage indicators to gauge appropriate quantities like for cleaning detergents ❑ Training of contractor staff on environmental impact during performance ❑ Eco-training for drivers to save fuel and emissions ❑ Transportation as concentrates for dilution on site ❑ Reusable containers and packaging ❑ Targets for reduction of waste-to-landfill
Clauses for supplies ❑ Consolidation of packaging for efficient transportation ❑ Frequency of deliveries ❑ Delivery outside peak hours ❑ Take-back ❑ Reuse and recycle ❑ Extended Producer Responsibility

3.7 Contract Monitoring and Reporting:

Contract monitoring and reporting is the systematic process of tracking a provider's performance against contractual obligations to manage risks, control costs, and ensure full delivery of value. It bridges the gap between contract signing and final closeout, providing stakeholders with data-driven progress updates.

This stage will involve documentation and follow-up on sustainability targets. Entities are expected to set up reporting mechanism which will feed into specific PDE Sustainability Reports, and eventually feed into the reporting to the Office of the Prime Minister on progress for Sustainable Development Goals (SDG), particularly SDG 12.

Effective sustainability reporting serves as a critical tool for **corporate accountability, risk mitigation, and value-for-money assessment**. It enables entities to demonstrate environmental stewardship to public financiers, optimize resource efficiency within supply chains, and build long-term institutional transparency

The approach to monitoring SPP contractual clauses includes:

3.7.1 The provider's declaration of conformity through signed Code of Conduct on ESHS (Backed by ESHS performance Security)

3.7.2 The entity carrying out on-site checks led by Internal Audit

3.7.3 An independent and competent authority hired as third party to monitor When Life Cycle Cost (LCC) is applied, provider's compliance with costs during the use phase of the equipment be documented over the life of the equipment. This provides a database for controlling performance and determining future tender selections.

In order to monitor and report effectively, the terms and conditions in the tender should be verifiable in a transparent manner, allowing for equal treatment. The following are some of the means for verification:

(i) Eco-labels and social responsibility labels

(ii) Laboratory reports like examining chemical composition

(iii) Testing like for energy or noise

(iv) Technical documentation confirming performance

(v) External audits and competent authority documenting and providing independent opinion.

(vi) Membership to industry associations to confirm provider adherences

Key players at this stage: The Procurement Practitioner; Contract Manager or Team; competent authority; OIG, OAG, PPDA; PPMD; External and Internal Audits

3.8 Disposal

Integrating sustainability at the disposal stage ensures that public assets do not end up as toxic landfill waste at the end of their operational lifecycles.

Under structured public sector procurement frameworks like Uganda's PPDA Act, Cap. 205 (incorporating the 2023 Disposal Regulations), traditional disposal focuses heavily on destroying or boarding off obsolete goods.

To achieve this legally and operationally, a buyer ought to consider:

3.8.1 Advice on grouping items for disposing into strategic, specialized lots to prevent toxic pollution;

3.8.2 If hiring a third-party waste management or asset disposing company, buyers must ensure that they vet them to protect the PDEs from liability;

3.8.3 Before choosing a disposal method, buyers may evaluate the obsolete items against the waste hierarchy to find the highest and best use;

3.8.4 Data Security and Intellectual Property (IP) Protection; for instance, disposal of Computers holding sensitive information or hard copy documents disposal for paper recycling;

3.8.5 That different categories of obsolete items carry strict legal requirements;

3.8.6 Enforce strict provider eligibility gates. When disposing of hazardous items—such as electronic waste (e-waste), medical machinery, industrial oils, chemicals, or vehicle fleets. In that case it is advisable to enlist the services of a competent authority like the National Environmental Management Authority, The Ministry of Information, and Communication Technology (MICT) and National Enterprise Corporation [NEC] to manage e-waste.

Entities can use the following approaches to manage e-waste: [i] Reduce – dispose-of only when essential by postponing usage; [ii] Re-Use and Repair - maintenance and repair to extend useful life; [iii] Recycle – dispose-off to competent recyclers to extract materials for re-manufacture; and [iv] Disposal – a last resort approach but mindful of minimization to landfilling.

Knowledge Box [The Extent of e-waste Generation and Recycle Rate]
E-Waste per capita has moved from 5 kg per person in 2010 to 7.3 kg per person in 2019 representing 32% increase in almost a decade. This growing amount of e-waste can be attributed to an increasing consumption rate of EEEs, short life cycles of EEEs and limited repair options. Small IT and telecommunications equipment are beginning to register an increasing number of most e-waste due to the equipment being shopped in large numbers in affluent societies, who at the same time find it not worth repairing the equipment. In 2019, only 17.4% of e-waste was collected and recycles with uncertainty about the where about of the remaining 82.6%. ***Source: Global E-Waste Monitor, 2020***

Knowledge Box [The Benefits of Recycling]
To the Environment: There is less natural and virgin resources extracted; harmful materials are

kept out of the environment; less landfills; and cleaner water, soil and air.

To the Economy: Costs and dependence on virgin raw materials are decreased; value is added to the product at end-of-useful life; and lowered purchase price from recycled products using less virgin high-cost extraction of raw materials.

To the Society: Decreasing toxic and hazardous waste with health benefits; recycling generates jobs to marginal society groups.

Source: Circularity Gap Report, 2021

The e-Waste Policy Tools include Extended Producer Responsibility and Design-for-Recycling. These can be included in the SBD during drafting.

Key players at this stage: Procurement Practitioner; Office Manager; Competent Authority MICT; NEC; Board of Survey

4.0 ESSENTIAL TOOLS FOR IMPLEMENTING SPP

In Sustainable Public Procurement (SPP), tools are the operational mechanics that bridge the gap between high-level regulatory policies and daily purchasing choices. Without specialized tools, buyers face information overload and struggle to balance cost, performance, and compliance

Several tools exist to address different challenges or needs that include:

i. Translating Policy into Practical Action like Eco-Labels and Social Labels;
ii. Mitigating Supply Chain Risks like Provider Risk Mapping,
iii. Ensuring Fair Market Evaluation like Life Cycle Costing [LCC] and Total Cost of Ownership [TCO]

4.1 Tools and Methodologies

The UNEP SPP methodology provides a framework for countries to design, implement, and measure sustainable procurement, focusing on policy, capacity building, and monitoring for SDG 12.7.1, using an iterative "SPP Approach" with tools like training kits, guidelines or manuals. There is also a national SPP Index

to assess policy existence, implementation efforts (process, outputs), and results (outcomes) across environmental, economic, and social goals. Below, the Manual outlines the Tools and Methodologies that the policymakers, practitioners and key players in the supply chain need to be aware of. This section also outlines specific SPP Tools stipulated by the Handbook on SPP by One Planet Network.

4.1.1 Essential Tools by One Planet Network

The Handbook on SPP by One Planet Network outlines essential tools for implementation of SPP that include but are not limited to:

(i) Life Cycle Costing [LCC] and Life Cycle Assessment [LCA

(vi) Environmental Labelling

(vii) Social Labelling

(viii) Risk Assessment

More insights visit at:
www.oneplanetnetwork.org/site/default/files/handbook_spp.pdf

This edition has focused on the Life Cyle Costing, eco and social responsibility labels as Tools.

4.1.2 Environmental and Social Management Plan Tool

Environmental and Social Management Plan is a tool and an approach to implementing sustainability particularly in works bidding document, which PPDA embedded. The plan outlines the Environmental, Social, Health and Safety [ESHS] Performance Declaration presented in Form 5 B of the Standard Biding Document for works. A separate Manual on Built-in Environment will treat this in detail.

4.1.3 Other SPP Tools and Guidance

These include the following:

(i) SPP Guidelines: Detailed instructions for policymakers on designing and implementing SPP policies.

(ii) SPP Training Toolkit: Materials for training sessions on SPP concepts and implementation.

CASE STUDY

RIDING TO A CLEANER ENVIRONMENT AND ECONOMIC EMPOWERMENT

The Case of Spiro-Uganda Electric Motorcycles

Spiro is an electric motorbike company dealing in electric powered bikes. It officially commenced business in Uganda on 1st June, 2024. The company has so far dispatched about 15,000 bikes, operating in 70 districts with 309 battery substations for recharging. The company is also transitioning into technological research.

Spiro is pioneering in the electric bike sector, leading the charge towards a cleaner mobility. Research shows that conventional motorbikes contribute approximately 10 to 15% of pollution and electric bikes can result in a 20% improvement in air quality. With Uganda's increasing population, expanding economic activities and sprawling urbanization, the need for sustainable mobility solutions is becoming a necessity more than ever before.

The company is contributing to Uganda's economic sustainability by helping cut fuel imports. This is helping reduce the balance-of-payments deficit. At micro level, savings on fuel budgets is making families more self-sustaining with improved livelihood. On the environmental front, Spiro operates in line with NEMA standards and approvals, having undergone all the necessary NEMA.

The company has concrete battery management a safe disposal policy for end-of-life lithium batteries when they fall below 80% capacity. The recharge sub-stations do routine battery check-ups and charging. The policy is to extend battery life through continuous maintenance and preventive repairs, hence postponing recycling. The batteries are durable with a long mileage range of 80 to 175 kilometres between charges and a life span of over 5 years. At end-of-life of batteries, the company has a plan in place to collect them and repurpose them for solar energy storage. For quality management, the batteries are traced and tracked while in use for optimal performance.

There is also comprehensive education to riders on battery use and management. There are also measures to prevent riders from selling end-of-life or *dead* batteries to scrap dealers to avoid unsafe dismantling and dumping with emphasis on *take-back*.

In this short time of operation, Spiro has been honored with an Excellence Award for Emerging Best Innovative Company of 2025 by KACITA Quality Awards. The company also won Democratizing Motorbike Ownership Category at the Digital Impact Awards Africa 2025.

CASE STUDY

DRIVING TO COST REDUCTION AND LEAN SUPPLY CHAIN

Kiira Motor Corporation

There is a real potential for electric vehicles [EVs] contributing to trimming down supply chain costs. With the consistent rise in cost of fossil fuel, exacerbated by supply chain disruptions occasioned by factors that include geo-political tensions, the increase in costs has little prospect of reducing. Fossil fuel is a major input in the cost of production and distribution, affecting the ultimate cost to the user. Given this pressure exacted by fossil fuel cost on the supply chain, EVs offer an opportunity to reduce costs.

Uganda is endowed with immerse potential for hydro energy which ought to be leveraged in the area of e-mobility. The current installed hydro capacity is at 2,048 MW against a peak demand of about 1,100 MW, meaning Uganda generates far more electricity than it's current

demand. Hence, embracing e-mobility [clean energy] can be a game changer in cutting supply chain costs. EVs offer environmental benefits through reduced pollution, economic benefits by lowering operating costs in both public and sector sectors, and social benefits by freeing resources [foreign exchange] for social welfare promotion.

The government is proactive in the building an e-mobility industry through import-substitution strategy locally whereby fully assembled EVs are exempt from both import duty and VAT creating a major cost advantage over imported EVs. The imported EVs attract import duty, VAT, withholding tax and a 1.5% infrastructure levy. While the EVs industry is still at the infant stage, leveraging public procurement in placing orders for EVs will send a signalling effect to the wider transport operations. The government inflows to the state-owned EVs manufacturer, Kiira Motor Corporation can play a support role in the country's Tenfold Growth Strategy by promoting industrialization and value addition in local manufacturing of vehicle components and attendant support technology and services.

CASE STUDY

IMPLEMENTATION OF SUSTAINABLE PROCUREMENT IN KAMPALA CAPITAL CITY AUTHORITY

Kampala Capital City Authority (KCCA) is embedding sustainability at the core of its operations. KCCA commitment to sustainable urban development and green infrastructure is enshrined under the Kampala City Strategic Plan 2025/2026-2029/2030

"As required under the Public Procurement and Disposal of Public Assets Act, Section 66, KCCA now requires all the service providers to integrate environmental protection, social inclusion, and innovation into service delivery. Non-compliance with the above obligations attract firm sanctions, while service providers who innovate responsibly are supported" **Doreen T. Akatuhwera, Head Procurement and Disposal Department at KCCA**

Some key actions in ensuring sustainability at KCA include social inclusion and local content

The KCCA 5th Suppliers Conference themed "Sustainable Supply Chain Management for Eco-System Conservation", brought together contractors, regulators, and government agencies to align on greener procurement practices. The Authority is prioritizing local content in procurement planning, and contract management. The authority has become proactive in addressing the social inclusion by ring-fencing work for women, youth, and persons with disabilities through reservation schemes. Procurement is being used as a tool for equitable and inclusive development, not just project delivery.

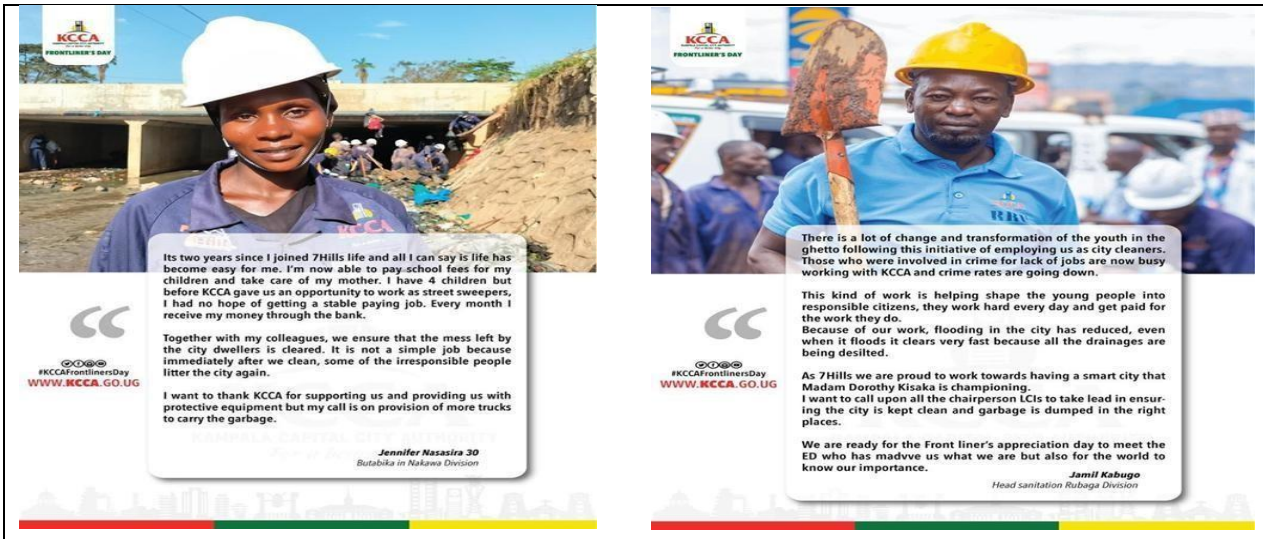

Figure: Reserved work for the vulnerable groups in the city

5.0 WHOLE LIFE CYCLE COSTING [WLC]

Integrating Whole Life Cycle (WLC) costing is critical to achieving national sustainability reform goals. WLC estimates the total, end-to-end cost of owning an asset or delivering a service from cradle to grave. By expanding beyond Total Cost of Ownership (TCO) and Life Cycle Costing (LCC), WLC captures wider socio-economic impacts, non-monetary benefits, and long-term, post-ownership dynamics.

In addition to the acquisition costs, operational, maintenance, and disposal cost, [Refer to Section 48 [2] of Regulation 100] a buyer needs to take into consideration externalities costs that are not borne directly by the entity but society at large. The calculation of such externalities, include for instance, greenhouse gas [GHG] emissions or climate change mitigation costs, if their monetary value can be determined and verified.

Due to the absence of data and proper guidance on how to calculate the externalities, buyers are advised to limit the calculations to TCO and LCC.

The Regulation of reference in application of costing based on LCC is Regulation 48 [1] [c-g] of the PPDA [Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services] Regulations, 2023

5.1 Important Considerations for Application of TCO and LCC

For application of TCO and LCC criteria to be acceptable the following are to be taken into account:

i. The transparency of the criteria
ii. The ability of bidders to provide the information requested
iii. The ability of the entity to assess and verify the information received

The criteria which will be used in bidding should be indicated in the tender document including specifying the data which will be submitted by bidders. It is therefore, important to have objective conditions to ensure transparency and equal treatment of bidders when using LCC. This will help reduce the amount of time taken to clarify and confirm costs during evaluation process.

5.2 The application of TCO and LCC should be based on the following conditions:

i. An objectively verifiable and non-discriminatory criterion
ii. Information be accessible to all interested parties
iii. Should not require more than a reasonable effort from bidders in terms of data submission
iv. Should follow industry best practices
v. Limit use of Net Present Value (NPV) when evaluating Life Cycle Costing (LCC) and Total Cost of Ownership (TCO) for acquisitions with long lifespans, uneven cash flows, or high upfront costs

The following should be noted when designing bid documents where WCC may be used: Not every category of costs will be relevant or significant for every contract. For instance, provision of services may not have end-of-life costs.

CASE STUDY: CALCULATING LIFE CYCLE COSTING
LCC as a paradigm shift
Assessing the real costs of procurement means calculating the total cost of an asset, from the point of purchase right through to the use phase and including the end-of-life costs. LCC changes the procurement mindset from the "best value for money" to the "best value across the asset life cycle". Incorporating whole-of-life costing into procurement processes provides the evidence needed to decide the best value for money product, asset or service across its life cycle – the environmentally and socially preferable option. Purchases that are cheaper upfront are often lower quality or have shorter life-spans. Exceptionally cheap goods and services may also have hidden costs of unacceptable ethical practices.
What do the PPDA Regulations stipulate: Regulation 48 [1] [c-g] of the PPDA [Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services] Regulations, 2023 provides for costs to be included in the financial comparisons. These costs are not limited to

supplies.

Steps in calculating LCC

Step 1: Determine time for each cost element,
Step 2: Estimate value of each cost element,
Step 3: Calculate Net Present Value of each element, for every year (over its time period),
Step 4: Calculate TCO by adding all cost element, at every year,
Step 5: Analyze the results.

Step 1: Determination of time: **Determination of life cycle of the product (i.e. equipment, in this case). Life cycle means the useful life of the product. The product supplier provides the life cycle depending on design calculation and experience. Based on supplier's data, client decides the life cycle, i.e. how long they want to use the equipment. Customer considers the effect of available maintenance facility, technological obsolescence and economic uncertainty factor.**
Step 2: Estimation of value: **Estimate monetary value for each cost element – *provider could avail this on request*. This estimated value will be incurred in every year or a time given. To estimate the value, various source can be used; e.g. calculation based on facts and experience or MIS report for similar existing equipment.**
Step 3: Net Present Value: **Money has a time value. The present value of future income or future cost can be calculated by using discounting factor and inflation factor. The discount rate is an interest rate, a central bank charges financial Institutions that borrow reserves from it. The inflation rate is the percentage by which prices of goods and services rise beyond their average levels. It is the rate by which the purchasing power of the people in a particular geography has declined in a specified period.**

Net Present Value Formula: **Net Present Value (NPV)**

$$PV = \frac{C\,(1+i/100)^{(n-1)}}{(1+d/100)^{n}}$$

where,
C = any cost element at n^{th} year
I = inflation rate
d = discount rate/ interest rate

Step 4: Summation of Present Value (PVs): **PVs of each cost elements is calculated for equipment (at every year). PVs of each cost element in a year are added. The process is done for every year over the life cycle, hence LCC is calculated for every year.**
Step 5: Analysis: **The data collected from LCC are analyzed. If one product has to be selected among multiple equipment, then LCC is calculated for every product. Data for every product are analyzed, and the lowest LCC option becomes preferred. But lowest LCC option may not necessarily be implemented when other considerations such as risk, available budgets, political, social and environmental concerns are taken into account.**

Practical Example of LCC – Case No. 1 [Photocopying Machine]

The matter	Provider: Access Info Ltd Photocopier DL	Provider: Alps Electric Ltd Photocopier XL
Purchase price (initial)	UGX 4,000,000	UGX 2,500,000
Power Consumption **Maximum** ❑ When idle (not printing) ❑ When printing	 200,000 watts per annum 40 watts per copy	 360,000 watts per annum 60 watts per annum
Cost of power	UGX 0.5 per watt	UGX 0.5 per watt
Number of tonner/cartridges required per annum	4	10
Cost of each tonner/cartridge	UGX 600,000	UGX 300,000
Warranty	1 year	None
Maintenance ***(when in Warranty Period = Nil)***	UGX 100,000 Every after 5,000 copies	UGX 50,000 Every after 4,000 copies
Repairs per annum ***(when in Warranty Period = Nil)***	UGX 150,000	UGX 150,000
Disposal after 3 years	UGX 500,000	UGX 400,000
Number to be printed per annum	50,000 copies	50,000 copies

Essential metrics to enable calculation
Additional information ▪ **Inflation rate 10%** ▪ **Discount rate 18%** **Note: Save for the Initial Purchase Price which occurs at the beginning of the year, all other cash flows occur at the end of their respective year.** **Formula Sheet:** **Inflation-adjusted figures = Base Cash Flow X [(1 + inflation rate) ^{n}]** **LCC sees the cost of equipment as the net present value (NPV) of its future cash flows. Cash flows are forecast over the life of the equipment and then adjusted to a common reference date. The sum of the discounted cash flows for the full term of the equipment gives its NPV a shilling figure.** **The formula for calculating the NPV** **NPV = CF_n X [1/ (1 + r) ^{n}]** **CF = cash flow for each period of the useful life of equipment** **r = discount rate**

n = number of periods over which the equipment is being considered
Required: Determine which bidder is best suited to supply the photocopier based on the LCC concept

LCC Worked Solution for Case No. 1

Provider: Access Info Ltd - Photocopier DL				
COST ITEM	BASE YEAR	YEAR 1	YEAR 2	YEAR 3
AQUISITION COST	4,000,000			
OPERATING COSTS				
Power on Idling		110,000	121,000	133,100
Power on Printing		1,100,000	1,210,000	1,331,000
Cost of Toner		2,640,000	2,904,000	3,194,000
MAINTENCE		-	1,210,000	1,331,000
REPAIRS		-	181,500	199,650
TOTAL COSTS		3,850,000	5,626,500	6,189,150
DISPOSAL VALUE				500,000
TOTAL CASH FLOW	4,000,000	3,850,000	5,626,500	5,689,150
DISCOUNTED VALUES		3,260,950	4,039,827	3,464,693
Inflation factor		1.100	1.210	1.331
Discount factor		0.847	0.718	0.609
TOTAL COST OF ACQUISITION		**14,765,470**		

Provider: Alps Electric Ltd Photocopier XL				
COST ITEM	BASE YEAR	YEAR 1	YEAR 2	YEAR 3
AQUISITION COST	2,500,000			
OPERATING COSTS				
Power on Idling		198,000	217,800	239,580
Power on Printing		1,650,000	1,815,000	1,996,500
Cost of Toner		3,300,000	3,630,000	3,993,000
MAINTENCE		687,500	756,250	831,875
REPAIRS		165,000	181,500	199,500
TOTAL COSTS		6,000,500	6,600,550	7,260,455
DISPOSAL VALUE				400,000
TOTAL CASH FLOW	2,500,000	6,000,500	6,600,550	6,860,455
DISCOUNTED VALUES		5,082,424	4,739,195	4,178,017
Inflation factor		1.100	1.210	1.331
Discount factor		0.847	0.718	0.609
TOTAL COST OF ACQUISITION		**16,499,636**		

WORKING NOTES:

1. Calculation of Power on idling = 200,000 watts p.a. x 0.5/= i.e. 100,000/= p.a. [Supplier Z1]

2. Calculation of Power Printing = 40 watts x 50,000 copies p.a. x 0.5/= i.e. 1,000,000/= [Supplier Z1]
3. Calculation of Power on idling 360,000 watts p.a. x 0.5/= i.e. 180,000/= [Supplier Y2]
4. Calculation of Power on printing 60 watts x 0.5/= x 50,000 copies i.e. 1,500,000/= [Supplier Y2]
5. Toner – 4 cartridges p.a. x 600,000/= i.e. 2,400,000/= [Supplier Z1]
6. Toner – 10 cartridges p.a. x 300,000/= i.e. 3,000,000/= [Supplier Y2]
7. Service maintenance 50,000 copies p.a. x 100,000/= / 5000 i.e 1,000,000/= [Supplier Z1]
8. Service maintenance 50,000 copies p.a. x 50,000/= /4,000 i.e. 625,000/= [Supplier Y2]
9. The last year of disposal, the values of cost outlays are deducted by the positive cash flow of the disposal income

The Best Evaluated Tender:

Access Info Ltd - Photocopier Model DL is the most economic tender with a Life Cycle Cost of UGX 14,765,470/=.

LCC: COMPARING TWO TYRES – CASE No. 2	
Manufacturer A	**Manufacturer B**
Manufacturer A is a budget-friendly top-tier brand ranking globally in the top 10 offering high-quality, affordable vehicle tyres. The manufacturer focuses on producing reliable, cost-effective tyres for cars, light trucks and SUVs, providing practical performance and safety. The manufacturer rates the brand to about 3 to 5 years of regular driving. Because their rubber compounds are generally softer than premium brands, they wear out faster but remain a budget-friendly option. The generally prioritize affordability over premium handling or longevity. The pros of the brand include: Affordability- They offer excellent affordability compared to premium brands; Wet Grip- They offer exceptional wet braking capabilities, tying with top-tier brands; and Comfort & Noise- They offer a comfortable ride for daily city commuting. . The cons of the band include: Shorter Lifespan-	Manufacturer B is a premium global standard tyre that delivers superior all-around performance, exceptional safety margins, and dramatically longer tread life. As a precaution, the manufacturer recommends replacing tyres ten years after their date of manufacture (maximum recommended service life), regardless of remaining tread depth or apparent condition. The pros of the brand include: Superior longevity, fuel efficiency, and exceptional all-season performance. The cons of brand include: reported to be more prone to hydroplaning in wet conditions (skidding

They tend to wear out faster than premium options; Handling at the Limit - While adequate for daily driving, they can feel less precise and may suffer from oversteer or sliding during aggressive manoeuvres or in extreme conditions. Key metrics for Manufacturer A **1. Price and Value** Typically costs 40% to 50% less than premium tires. For budget-conscious drivers or those looking to save money upfront, the initial value proposition is incredibly strong. **2. Braking and Grip** Frequently stuns the automotive industry by posting world-class wet and dry braking numbers in independent tests (often out-stopping premium brands by 1–2 metres in emergency wet conditions). **3. Handling and Performance** Models like the Sport Master offer great straight-line grip, but can exhibit vague, lazy steering response, and unpredictable oversteer characteristics during aggressive dry cornering. **4. Lifespan and Wear** This is the brand's biggest trade-off. It exhibits poor wear performance, with some tyres reaching the legal tread limit in as few as **16,000 miles.** **5. Fuel Efficiency** Prioritizes grip over rolling resistance, meaning these tyres typically consume more fuel.	over running rain water; may have varying tread compounds and patterns that affect their durability and tread life. Key metrics for Manufacturers B **1. Price and Value** Carries a premium price tag. However, the higher upfront cost is often offset by Michelin's industry-leading durability and fuel efficiency. **2. Braking and Grip** Delivers broader, highly balanced competence. While it may occasionally lose specific, isolated braking metrics, Michelin provides superior predictability and driver confidence at the absolute limits. **3. Handling and Performance** Provides razor-sharp steering, progressive handling, and excellent composure. Premium Michelin lines consistently perform at high speeds and under heavy load without degradation. **4. Lifespan and Wear** Known for exceptional longevity and frequently last **35,000** to **50,000+ miles,** meaning the lower cost-per-mile often makes them the more economical choice in the long run. **5. Fuel Efficiency** Engineered with advanced rubber compounds that minimize rolling resistance, saving drivers money at the gas pump.
The two manufacturers represent two different approaches to tyre manufacturing. Manufacturer A targets excellent short-term grip at low cost. For Manufacturer B, delivers superior all-around performance, exceptional safety margins, and longer tread life. ***Tyre Life:*** *Tyres typically last* ***5 to 6 years*** *(or 50,000 to 70,000 miles) of normal use. However, regardless of how much tread is left, most manufacturers recommend replacing tyres when they reach* ***6 to 10 years of age*** *because the rubber compounds naturally degrade over time regardless of how much tread is left.*	

LCC Worked Solution for Case No. 2

Manufacturer A brand can perform on average 16,000 miles. Tyre size 215/55 r 17 costs UGX 350,000=. The mileage covered per shilling can be calculated as follows: UGX. 350,000= divides by 16,000 miles giving 21.9 shillings per mile.
Manufacturer B can perform on average 35,000 miles. Tyre size 215/55 r 17 costs UGX 550,000= The mileage covered per shilling can be calculated as follows: UGX. 550,000= divides by 35,000 miles giving 15.7 shilling per mile.
Manufacturer B offers an advantage over Manufacturer A. Despite initial higher price, Manufacturer B tyre demonstrates covering more mileage per shilling. Manufacturer B also provides an opportunity for environmental protection as its longer life saves on more frequent calling on natural resources.
The data from manufacturers can be made part of the requirement for providers to include in support their bids. This requirement ought to be stated in the bidding document as part of the documentation to be availed by the provider. The method to be applied in calculating the most advantageous offer should be stated in the bid.

6.0 PRIORITY PRODUCTS AND SERVICES

Introducing and implementing SPP practices involve iterative process. It is good to focus on a small range of products and services. For purposes of acquaintance, the users of this manual are here below introduced to key considerations for selection of products or services to start an SSP programme:

Knowledge Box: (Considerations for Identification of Priority Products/Services)

- ❑ Environmental Impact: selecting those products, services and works with likely high impact on the environment over their life cycle like vehicles, computers or cleaning services;
- ❑ Potential for significant public procurement volume [Spend Analysis] focusing effort on areas of significant spend within the entity or as established by the SPP Secretariat;
- ❑ Market availability of environmentally preferable alternatives through market analysis where determination can be made whether appropriate alternatives are available that offer reduced environmental impact;
- ❑ Potential for cost-neutral sustainable alternatives using LCC assessment or where sustainable alternative is covered by grants or subsidies;
- ❑ Availability of ready criteria that are already developed to be inserted into the evaluation criteria without lengthy research into sustainability performance characteristics;
- ❑ Visibility where the selected products and services ought to show to the public, the market, oversight agencies and staff that there is effort being undertaken to improve sustainability performance. For instance, switch to e-Mobility, organic local foods in canteens or paperless internal memos;
- ❑ Practical considerations focusing on the reality for the selection already possessing aspects like labels and appropriate mean of verification for sustainability or ESHS Code of Conduct or financial resources to carry through with implementation

The above considerations rhyme in many aspects with the UNEP methodology for SPP prioritization. This methodology uses a set of factors to score potential categories, while allowing countries to focus their efforts where they can have the most impact. Uganda has and will continue to apply Key Prioritization Factors (Criteria) basing majorly on the UNEP approach.

6.1 UNEP's Thematic Priority Sectors

While the country-level prioritization is flexible, at the programmatic level, UNEP's current efforts concentrate on three priority sectors where public sector procurement can achieve measurable and scalable sustainability outcomes globally:

(i) The Built Environment (construction and infrastructure)

(ii) Agro-food (food and catering services)

(iii) Information and Communication Technology (ICT) like laptops, and lamps

Uganda has adopted the above specific three sectors since they represent highly resource-intensive sectors with massive environmental, social, economic, and governance footprints. By shifting public demand in these fields towards sustainable alternatives, the country can trigger large-scale market shifts and accelerate the transition to a sustainable and circular economy.

6.2 LIST OF UGANDA'S PRIORITY PRODUCTS AND SERVICES

The Built Environment (construction and infrastructure)

1. Construction Timber
2. Generators
3. Cleaning Materials and Products
4. Electric Cables

Agro-food (food and catering services)

5. Herbicides and Acaricides

Information and Communication Technology (ICT)

6. Toners and cartridges
7. Computers and laptops
8. Photocopiers
9. Printers

Cross-cutting consumer products

10. Papers

11. Textile Clothing and Accessories
12. Packaging Products (Plastic Bottles and Polythene Bags)
13. Motor vehicles
14. Batteries

ANNEX 1 A: THE CASE FOR EMBRACING SPP [Economic Pillar]

The key considerations include:

- ❑ cost
- ❑ quality
- ❑ Maintenance and repair costs
- ❑ Replacement parts
- ❑ Total cost over life time of product

Economic reasons to embrace SPP:

- ❑ Reduce the Life Cycle Cost of the procured product
- ❑ Select more efficient product options for improved operational efficiency
- ❑ Reduce regulatory burden of testing by e.g. UNBS as products manual will be based on scientific tests of efficiency
- ❑ Attraction by entity to acquire efficient products
- ❑ Improve inputs to output ratio
- ❑ Stimulate innovations towards efficient products. This is for instance, via reduced risks of operations based on unsustainable practices of relying on finite sources of non-renewable resources like fossil-based energy
- ❑ Enhances providers competitiveness, image and public profile

Potential economic benefits of procuring sustainably:

- ❑ Ensure that suppliers' agreements are at fair and viable margins;
- ❑ Ensure business continuity e.g., supply chain resilience
- ❑ Reduced whole-of-life costs to achieve value for money
- ❑ Supply chain efficiency;
- ❑ Job creation (e.g., green technologies, use of local suppliers, creating markets for recycled products, back-to-work schemes)

ANNEX 1 B: THE CASE FOR EMBRACING SPP [Environmental Pillar]

Key considerations include:

- ❑ Energy use

- ❑ Water use
- ❑ Waste generation and Disposal
- ❑ Toxic chemicals use
- ❑ Impact on air quality biodiversity, land use climate change

Environmental Reasons to Practice SP

- ❑ Human activities in the course of production of products for sale affect the natural systems on which life depends, hence need for the concern
- ❑ Promote reduction of environmental impact of unsustainable consumption and responsible behaviors – all products have environmental impact
- ❑ There is increasing societal demand for entities to behave in an environmentally responsible manner
- ❑ The increasing demand for healthier workplace free of toxins and pollutants
- ❑ The is increased awareness to support biodiversity

Potential environmental benefits of Procuring Sustainably:

- ❑ Improved air quality by reducing or eliminating emissions to air (e.g., greenhouse gases, such as carbon dioxide, and other pollutants);
- ❑ Reduced use of water (e.g., water saving or efficiency);
- ❑ Improved water quality by reducing or eliminating releases to water (e.g., chemical pollution of water courses);
- ❑ Improved soil quality by reducing or eliminating releases to land (e.g., chemical fertilisers);
- ❑ Reduced demand on raw materials and natural resources (e.g., sustainable forestry, biodiversity);
- ❑ Reduced use of energy (e.g., energy efficiency, use of renewable energy);
- ❑ Reduced energy emitted (e.g., heat, radiation, vibration, noise); and
- ❑ Reduced waste and by-products (e.g., recycling and waste prevention

ANNEX 1 C: THE CASE FOR EMBRACING SPP (Social Pillar)

Key considerations include:

- ❑ Local employment
- ❑ Reservation of opportunities for special groups
- ❑ Diversity at workplace
- ❑ Cultural Inclusiveness
- ❑ Ethics
- ❑ Health and Safety at the workplace

Social reasons to practice SP:

- ❑ The social systems provide cohesion on which communities depend
- ❑ Helps to align procurement to International Human Rights Standards of ILO

- ❑ Provides a platform to promotes health and safety for staff at workplace
- ❑ Supports vulnerable and disadvantaged groups through reservation schemes
- ❑ Promotes policies like BUBU
- ❑ Helps to demonstrate a provider's social responsibility
- ❑ Promotes compliance with social responsibility labels
- ❑ Helps set criteria for local content in evaluation of bids
- ❑ Social consideration aligns organizational practices with organizational goals
- ❑ Creates dignified working conditions
- ❑ Combats discrimination against disadvantaged sectors of the economy
- ❑ Enhances provider's reputation
- ❑ Reducing entry barriers e.g. reservation schemes

Potential social benefits of procuring sustainably:

- ❑ Supports SMEs and social enterprises
- ❑ Provides community services
- ❑ Improves public safety
- ❑ Improved compliance with social and labour law
- ❑ Improves social justice
- ❑ Supports vulnerable groups – women, youths, disabled
- ❑ Improves employee health and safety
- ❑ Supports local and emerging small businesses
- ❑ Supports socially inclusive practices, such as employment and training focused on disadvantaged groups
- ❑ Supporting small and medium enterprises (SMEs)

ANNEX 1 D: THE CASE FOR EMBRACING SPP [Governance Leadership Pillar]

Key considerations include:

- ❑ Leadership at work and community
- ❑ Adherence to rules and regulations
- ❑ Reporting mechanism
- ❑ Accountability mechanism
- ❑ Traceability
- ❑ The way institutional systems are used in the promotion or retardation of societal wellbeing
- ❑ Monitoring, evaluation and learning mechanism

Governance reasons to practice SP:

- ❑ Promotes ethical behavior of personnel involved in the supply chain
- ❑ Helps to know what is happening at the providers workplace through evaluation visits

- ❑ Helps avoid unethical sources, e.g., sourcing from cheap sources in developing countries for leather products for Car seats that encourages suppliers to cut forests to rear cattle for hides OR irresponsible harvesting of virgin forests for paper
- ❑ Creates predictability in the supply chain processes
- ❑ Provides a platform to confirm whether the objectives/targets are met, hence improvement/adjustment

ANNEX 2 – SELECTED TOOLS FOR LCC CALCULATIONS

SOURCE/DESCRIPTOR	PURPOSE/SECTOR	WEBSITE
Clean Fleet LCC Tool	Calculate LCC for vehicles procurement	www.clean-fleet.eu/ http://ec.europa.eu/transport
SEAD lighting cost calculator	Use in evaluation of light quality, energy consumption, and lifecycle costs of indoor and street lighting	www.superefficient.org/Tool/Street-Lighting-Tool.aspx
LCC for sustainable construction	Calculation of LCC in construction projects	www.bit.ly/LCCconstruction http://ec.europa.eu/growth/sectors/construction
Harvard University LCC calculator	Calculation of LCC for new construction, renovation/ equipment replacement	Green.harvard.edu/topics/Green-buildings/life-cycle-costing
Buy Smart Tools	A general tool produced by Berlin Energy Agency for product groups covering lighting, vehicles, domestic appliances, IT and electricity	www.gpp-proca.eu/downloads/calculation-tool/

Note: Some of these Tools are accompanied by worked examples

ANNEX 3 – EXAMPLES OF TYPE I SUSTANABILITY LABELS

1. Global Ecolabeling Network - www.globalecolabeling.net
2. Blue Angel - www.blauer-angel.de
3. EU Ecolabel - www.eu-ecolabel.de
4. Energy Star - www.energystar.gov
5. Forest Stewardship - www.fsc.org
6. Programme for the Endorsement of Forest Certification - www.pefc.org
7. Fairtrade Labeling Organisation International - www.fairtrade.net
8. World Fairtrade Organisation - www.wfto.com
9. Rainforest Alliance - www.rainforest-alliance.org

ANNEX 4 – PICTORIALS

ANNEX 7



The Toilet Paper Roll costs ugx 1,000=. It is packed in Polythene which is not easily degradable



The view clearly shows the polythene packaging



This Toilet Paper Roll costs ugx 500= and packed in degradable paper and made from recycled material



Toilet Paper Roll costs ugx 2,000= is made from Virgin (first use raw materials) and has more roll length providing more roll per shilling, but not environmentally friendly. It is packed in polythene that does not degrade easily.

ANNEX 7



The UGX 2,000= roll packaging is attractive to the buyer.



These same batteries are designed for ease of replace without the need for screwdrivers. Such design promotes reparability and hence longevity and reduced e-waste disposal.



These laptop batteries work in the same laptop. The battery on the left is the original and durable lasting up to 4 years at an average price of UGX 120,000=. The battery on the left works for not more than a year for an average price of UGX 80,000=

Recommended Sustainable Criteria for fourteen products to be used under Phase two of SPP Implementation

August, 2026

1. Introduction:

1.1. Sustainable Public Procurement (SPP) is a primary operational engine for achieving Uganda's Vision 2040 and the Tenfold Growth Strategy, which targets an ambitious economic

leap from USD 50 billion to USD 500 billion. Because public procurement commands over 60% of the national budget—representing roughly 15% to 20% of Uganda's GDP—transforming government procurement patterns is the fastest way to restructure the marketplace. By embedding strict environmental, social, and economic sustainability criteria into public tenders, Uganda can directly stimulate local manufacturing, and upgrade MSME export readiness.

1.2. This strategic shift not only builds the sustainable infrastructure required for rapid industrialization but also directly fulfils Sustainable Development Goal 12 (Responsible Consumption and Production), ensuring that Uganda's path to a tenfold expansion is resilient, efficient, and locally driven.

1.3. By embedding environmental, social, economic, and governance considerations into public sector procurement, Uganda can enhance efficiency, reduce the environmental footprint of its public sector activities, and support local enterprises that adhere to sustainable practices. For instance, the integration of sustainability in procurement can stimulate demand for eco-friendly products, promote innovation, and create job opportunities aligned with Uganda's goal of achieving middle-income status by 2040 (National Planning Authority, 2020).

1.4. Sustainability criteria are strategically important because they drive long-term value creation, enhance a company's reputation, and improve its financial performance by mitigating risks and fostering innovation. Integrating these criteria into core business processes and strategies helps companies adapt to changing market demands, attract and retain talent, and build stronger relationships with stakeholders

2. Implementation approach

2.1. The Government of Uganda will use a phased approach to implement sustainable public procurement in all entities. This approach will allow entities to manage the transition effectively, learn from initial efforts, and gradually expand sustainable practices across the entire procurement process. A two-year implementation roadmap across three distinct phases is proposed for each designated product and service. This schedule is subject to periodic review and adjustment, depending on the performance metrics achieved by individual products or services.

3. Sustainability criteria for selected products and or services the sustainability criteria applied during the first implementation phase for the fourteen products and services are detailed below:

3.1. Toner cartridges

The primary sustainability risks associated with toner cartridges stem from their production, use, and improper disposal, contributing to environmental pollution and resource depletion. These risks include greenhouse gas emissions, toxic chemical release, and landfill waste, highlighting the need for responsible recycling and waste reduction strategies

Toner cartridges contain various chemicals and heavy metals that can be harmful to human beings, and other biodiversity.

3.1.1. SCOPE:

Toner cartridges are high-volume, hazardous, recurring office consumables. Therefore, the scope should cover

3.1.1.1. All toner cartridges used in PDEs

3.1.2. Sustainability Criteria

Sustainability Criteria	Description	Justification	Means of Verification
Sustainable materials Inputs	**Providers to demonstrate/indicate:** - **comply strictly with international environmental and hazardous substance standards. Specifically, the aggregate concentration of heavy metals (including but not limited to lead, cadmium, mercury, and**	**Toner cartridges contain various chemicals and heavy metals that can be harmful to human beings and the environment**	**This includes;** - **UNBS, ISO or equivalent certification** - **Eco-labels** - **A valid RoHS Compliance Certificate or declaration of conformity from an accredited testing laboratory** - **A comprehensive Safety Data Sheet (SDS) compliant**

	hexavalent chromium) within the chemical formulation of the toner shall not exceed a maximum threshold of 100 parts per million (ppm) by weight. **- Compliance with Schedule 8 of the current National Environment Management or Globally Harmonized System of Classification and Labelling of Chemicals (GHS) is a must.**		**with the Globally Harmonized System (GHS).**
Enhanced productivity (high- yield OR standard toner)	**Provider to indicate; -** **- Toner cartridge yield.** **-**	**Fewer cartridge replacements, and reduced environmental waste**	**PDE shall demand from bidders:** **- certified page yield data calculated strictly in accordance with ISO/IEC 19752 (for monochromatic toner cartridges) or ISO/IEC 19798 (for color toner cartridges).** **- EPEAT or its equivalent registered** **- Declare serial numbers for each product** **- Avail OEM cryptographic**

			verification code - **Compliance with UNBS /ISO standard, e.g., US ISO/IEC 19752** - **Active software Audits upon delivery**
Environmental preferred packaging	**Providers to demonstrate /Indicate:** - **Packaging does not contain PVC or other chlorinated plastics;** - **Packaging material used are separable into mono-material parts, and at least 80 percent of the packaging by weight shall consist of materials that are readily recyclable (with locally available recycling systems) or can be composted; and** - **Any cardboard packaging used shall consist of at least 50% recycled material (post- and pre-consumer waste).**	**Reduce negative environmental impact**	**PDE to demand** - - **Packaging Material Breakdown Matrix (PMBM]** - **Certificates of Recyclability;**

NB: Where resources are limited an entity can request for a standard yield or refilled toner cartridges. In both cases the yield per toner must be stated by the provider.

Where refilled toner cartridges are preferred due to resource constraints, the product should be originating from an STMC or equivalent certified organisation.

3.2. Computers and laptops:

Sustainability risks associated with computers and laptops include environmental concerns like e-waste, resource depletion, and greenhouse gas emissions, as well as social issues like worker health and safety, conflict minerals, and forced labor

3.2.1. Scope

3.2.1.1. Basic administrative office desktop computers and laptops, for PDEs, and entry-level tablets for field data collection.

3.2.2. Sustainability Criteria

Sustainability Criteria	Description	Justification	Means of Verification
Sustainable Materials Inputs	**Providers to demonstrate effort in:** - **reducing use of virgin and hazardous materials.** - **confirming compliance by stating the eco-label in use or [buyer may dictate the type of type required, e.g., Ecolabel type 1]**	**Contribute to mitigating the depletion of natural resources.**	**A combination of two or more parameters below:** - **Declarations by the manufacturer in a manual/brochure** - **Technical and/or product safety sheets;** - **Check Eco-**

			labels

Longevity [Long life]	**Provider to indicate:** - **Upgradability Capacity for upgrading and expanding functions in order to make long-term use feasible, and full maintenance service provided by the manufacturer/ authorized distributors/ and or dealer**	**Extending a device's lifespan and hence minimize environmental impact.**	**A combination of two or more parameters below:** - **Manufacturer/ authorized distributor/ authorized dealer** - **declaration that this requirement is met;** - **Declare**

	- **Repairability: Priorities devices with readily available replacement parts and clear repair instructions encourages longer usage** - **Maintenance: Bidders must ensure maintenance support locally for at least 3 years[as per warranty period] such that for the PCs and Laptop's warranty remains intact**		**serial numbers for each product;** - **Avail OEM Cryptographic verification code** - **Active software audits upon delivery**
Resource Efficiency	**Provider to demonstrate or indicate:** - **Equipment's power consumption levels (measured by**	**The more energy-efficient a computer or laptop is the less electricity it consumes, and thus the smaller**	- **Manufacturer/ authorized distributor/ authorize**
	typical energy consumption or EPEAT and high energy efficiency ratings like Energy Star, according to the EU's GPP criteria. - **For laptops, the battery running hours of at least 6 -8 hours with a 3-yr warranty**	**environmental impact it has**	**d dealer declaration that this requirement is met.** - **Use Eco-labels e.g., Energy star and EPEAT or equivalent**

3.3. Photocopiers and Printers

Sustainability risks associated with photocopiers and printers include paper waste, energy consumption, ink and toner pollution, and the disposal of cartridges and equipment. These factors contribute to deforestation, greenhouse gas emissions, and landfill waste.

In the digital world we live in, PDEs need to focus on multifunctional networked photocopiers with a view ~~to~~ of improving efficiency, reducing costs, and enhancing document management

3.3.1. Scope

3.3.1.1. Photocopiers: Standard A4/A3 departmental network photocopiers, high-speed multi-function printers (MFDs), and workgroup laser printers used across PDEs.

3.3.1.2. Printers: Desktop inkjet and laser printers used for administrative work in PDE's.

3.3.2. Sustainability Criteria

Sustainability Criteria	Description	Justification	Means of Verification
Sustainable	Provider to	Contribution to	- Manufacturers

materials inputs	**Demonstrate:** - **How their equipment complies with alignment with international hazardous substance standards.** - **The usage of Post-Consumer Recycled (PCR) plastics in their products;**	**mitigating the depletion of natural resources.**	**Manual or brochure** - **A signed RoHS (Restriction of Hazardous Substances) Declaration of Conformity** - **Submission of a valid EPEAT® Gold or Silver registration certificate for the exact model being offered.** - **OR A valid TCO Certified (latest generation) or Blue Angel (DE-UZ 213) certificate or its equivalent** - **Compliance with UNBS Standards or equivalent**
Longevity	**Provider to indicate:** - **Upgradability Capacity for upgrading and expanding functions in order to make long-term use feasible,** - **Repairability: Devices with readily available replacement parts and clear repair instructions encourages longer usage**	**Extending a device's lifespan and hence minimizing environmental impact.**	**A combination of two or more parameters below:** - **Manufacturer Disassembly Manual** - **Serial numbers for each product;** - **Avail OEM cryptographic verification code;** - **Active software audits upon delivery** - **Provider to guarantee the availability of original spare parts**

	- **Maintenance: Bidders must provide information on how they will handle maintenance support locally for at least 3 years [as per warranty period] such that for the equipment's warranty remains intact.**		**(including batteries, power supplies,) for a minimum period of 3-5 years from the date of contract signing.**
Resource Efficiency	**Provider to indicate** - **Equipment's power consumption levels**	**The more energy-efficient an equipment is, the less electricity it consumes, and thus the smaller environmental impact it has**	- **Manufacturer/ authorized distributor/ authorized dealer declaration that this requirement is met.** - **Energy Star and EPEAT or equivalent certification**
Resource conservation	**Provider to specify** - **the duty cycle of the equipment [monthly or over its life useful life].** - **must have a memory and storage capability.** - **To specify the estimated cost and number of pages per toner must be provided**	**These features directly impact energy consumption, waste generation, and the equipment's lifespan.**	- **Manual and or brochures from the manufacturer** - **Energy Consumption Certificates from recognized testing bodies;** -

Multi - functionality	**Provider to indicate the capability of**	**Minimizing their environmental**	**- Manufacturer/ authorized**
capability	**equipment to meet:** **- Duplex printing** **- Consolidated functions [buyer can state the functions to be consolidated]**	**footprint and contributing to a more sustainable future.**	**distributor/ authorized dealer declaration that this requirement is met.**

3.4. Papers

The paper industry faces significant sustainability risks including deforestation, pollution, high energy and water consumption, and waste management challenges. These risks stem from the industry's reliance on wood as a primary raw material, its energy-intensive production processes, and the potential for harmful emissions and waste

While there are several manufacturers of eco-friendly papers in the country the majority are not producing photocopying of ruled papers that are commonly used in PDEs and hence the need to focus under phase one on environmental aspects.

3.4.1. Scope:

3.4.1.1. Standard office paper products be limited to A4 and A3 photocopy printing paper, ruled papers, standard writing pads, official note-taking reams, and administrative envelopes

3.4.1.2. Filing folders, manila papers

3.4.1.3. High-security or high-durability print materials , e.g., ballot papers.

3.4.2. Sustainability Criteria

Sustainability Criteria	Description	Justification	Means of Verification

Sustainable material inputs	**Providers to demonstrate:** - **That the papers have 30-100% %**	**Reducing the demand for virgin wood pulp and hence the**	- **Manufacturer specification sheet verifying recycled percentage;** - **Conformity**
	- **post-consumer recycled fiber in the paper to be supplied;** - **Paper must be certified as Totally Chlorine-Free (TCF) or Elemental Chlorine-Free (ECF).** -	**negative environment impact. Likewise reducing chemical exposure to human beings and the environment reduces health environmental impact risks to users and society at large**	**with UNBS, eco-labels, e.g ,FSC, blue angel, etc.,**
Environmentally friendly packaging	**Provider to demonstrate: -** - **that the packaging materials that they intend to use do not contain PVC or other chlorinated plastics;** - **Outer packaging carton boxes and ream wrappers must be 100% recyclable or biodegradable.**	**Promoting responsible resource management and reducing environmental impact**	- **Manufacturer/ authorized distributor/ authorized dealer declaration that this requirement is met.** - **Declaration by the packaging producer/s where the percentage of recycled content for cardboard in their packaging is specified.**

3.5. Motor vehicles

3.5.1. In Uganda, auto mobility presents significant sustainability risks including air and noise pollution, waste management challenges, and reliance on fossil fuels.

Increased vehicle numbers, particularly in urban areas like Kampala, have contributed to worsened air quality due to emissions from vehicles, including particulate matter (PM2.5) and greenhouse gases.

3.5.2. Scope: I

3.5.2.1. 4x4 double-cabin pickup trucks used for field operations, field station station-wagons, administrative saloon cars, and staff commuter vans

3.5.2.2. In line with the presidential directive, all types buses.

3.5.3. Sustainability Criteria

Sustainability Criteria	Description	Justification	Means of Verification
Use of sustainable materials	Providers to demonstrate/ indicate: -that products are built using components free from banned hazardous materials (e.g., heavy metals like hexavalent chromium or mercury); -	Reduced pressure on human health and Natural resources depletion risks	- Refer to Manufacturers manual - Conformance with UNBS or equivalent standards - Conformance with ISO 14001 (Environmental Management System) certificate for the vehicle manufacturing plant

Resource efficiency	**Provider to demonstrate or clearly indicate depending on what the PDE requires:** **- Ability to use non-fossil fuel [EV or hybrid]** **- Fuel consumption per km**	**- Shifting to electric vehicles powered by renewable energy sources can significantly reduce greenhouse gas**	**- Refer to the Manufacturer's Technical Data Sheets.** **- Compliance with minimum standards set by UNBS or equivalent;** **- Official engineering**

	- CO2 emissions 90g/km or less (+/- 10 **- For EV or hybrid, the capacity of battery in terms of running kilometres**	**emissions and air pollution.** **- Where fossil fuel is in use, the more efficient the vehicle the less pollution and impact on human and environment there will be**	**specifications detailing the fuel efficiency metrics (expressed in km/litre or litres/100km) and certified carbon emissions (g CO_2/km).** **-**

Longevity	**Provider to indicate clearly:** • **Warranty period, e.g., minimum of 3 years manufacturer's warranty.** • **List of key replacement parts in the 3 years that must be replaced and their cost** • **For EV, running hours for a battery of at least 150km per charge** • **Warranty of an EV battery of at least 100,000km**		- **Warranty and Service Level Agreement (SLA): A written commitment specifying a manufacturer-backed warranty of at least 3 years or 100,000 km, alongside proof of a local Ministry of Works and Transport (MoWT) certified service centre** - **Compliance with relevant UNBS standard, e.g. US 845 / US EAS 845**

3.6. BATTERIES

Batteries, while essential for modern technology, pose significant sustainability risks due to the hazardous materials they contain and the potential for environmental contamination during their production, use, and disposal. These risks stem from heavy metals like lead, mercury, and cadmium, as well as the environmental impact of lithium mining and processing.

3.6.1. Scope:

3.6.1.1. 12V/24V lead-acid car and truck batteries (e.g., standard N50, N70, and N100 configurations used in PDE vehicle fleets.

3.6.2. Sustainability Criteria

Sustainability Criteria	Description	Justification	Means of Verification
Sustainable material inputs	**Provider to demonstrate /indicate:** - **Strict limits or total elimination of highly hazardous heavy metals (e.g., mercury content < 0.0005%, cadmium content < 0.002% by weight)** - **Declare % of recycled material in the products**	- **Protects public health and reduces toxic landfill waste** - **Reducing use of non-renewable resources**	- **Material Safety Data Sheet (MSDS) or Material Declaration Sheet from the manufacturer.** - **Compliance with the UNBS standard, e.g., US IEC 60095-1**
Longevity	**Provider to demonstrate and or indicate :**	- **Extending the**	- **Manufacturer Technical**

	- That the batteries can achieve high minimum cycle-life benchmarks under tropical climates to reduce early failure (e.g., minimum 1,500 to 3,000 deep cycles at 80% depth of discharge for lithium-ion solar storage). -	lifespan of products and systems reduces the environmental impact associated with their production, use, and disposal -	Specification Sheets detailing depth of discharge (DoD) and ambient temperature performance tests. - Independent test reports from accredited laboratories (e.g., IEC 61427 for solar PV batteries). - Compliance with the minimum UNBS or equivalent standard
Environmentally friendly package	Providers to demonstrate or and indicate: - The recyclable packaging material to be used when delivering the goods	- Reducing on the negative environmental impact	- Manufacturer / Authorized distributor/ authorized dealer declaration that this requirement is met. -

3.6.3. Strategic Intent:

The strategic intent is to have all the batteries sold to GoU PDEs placed on the Ugandan market meeting sustainability conditions with sustainable, high-performing

and safe all along their entire life cycle. This means batteries that are produced with the lowest possible environmental impact, using materials obtained in full respect of human rights as well as social and ecological standards. Batteries will have to be long-lasting and safe, and at the end of their life, they should be repurposed, remanufactured or recycled, feeding valuable materials back into the economy.

3.7. CLEANING MATERIALS AND PRODUCTS

3.7.1. The strategic intent of buying sustainably sourced cleaning materials and services is to reduce environmental impact, improve workplace health, and enhance the organization's reputation and brand image. It aligns with sustainability goals, promoting efficiency, reducing waste, and conserving resources.

3.7.2. Scope:

3.7.2.1. Liquid hand washes, multi-surface floor cleaners, window cleaners, and industrial-grade disinfectants used in PDEs.

3.7.3.

3.7.4. Sustainability criteria

Sustainability Criteria	Description	Justification	Means of Verification
Sustainable material inputs	Providers to demonstrate/indicate: - The percentage of certified eco-friendly, biodegradable, and non-toxic cleaning products that they intend to use	Reduces harmful chemical exposure to workers, public facility users, and the environment.	A combination of two or more parameters below: - Product certifications - Material Safety Data Sheets (MSDS), - UNBS Quality Mark certificates, regional eco-label certifications, or - equivalent. - Compliance with

			minimum UNBS or equivalent standard, e.g., US EAS 812-1
Fair labor practices and occupational safety compliance	**Provider to submit:** - **a statement on how they are enforcing and adhering to Uganda's Employment Act (2006) and OSH Act (2006) in cleaning contracts.**	**Protects workers' rights, promotes decent work, and ensures occupational health and safety.**	- **Self - declaration** - **Relevant documentation on attached**
Sustainable waste management approach	**Providers to submit** - **approved waste management and chemical disposal policies plans.** - **waste management agreements with firms managing providers waste.**	**Controls environmental pollution and aligns with NEMA regulations for chemical waste handling.**	- **Attach detailed waste management and chemical disposal policy and or plans reviewed at bid evaluation, including agreements with licensed waste handlers.**
Sustainable employment opportunities	**Provider to submit:** - **information on the SIG's employed by the service provider**	**Supports social inclusion, employment creation, and empowerment of marginalized populations.**	- **Self - declaration.**

3.8. ELECTRIC CABLES, CABLE CLIPS AND TIES

3.8.1. Strategic Intent

The strategic intent of buying sustainably sourced electrical cables goes beyond just meeting environmental obligations; it aligns with a broader business strategy focused on long-term value, resource efficiency, and brand reputation. This involves considering the entire life cycle of the cables, from material sourcing and manufacturing to end-of-life management, aiming to minimize environmental impact and build a more sustainable business model.

3.8.2. Scope:

3.8.2.1. High-voltage cross-linked polyethylene (XLPE) underground cables, armoured industrial power cables, and overhead aluminum conductors used by UEDCL.

3.8.2.2. Low-voltage copper building wires, single-core and multi-core flexible domestic cables, and standard PVC insulated conduit wires.

Sustainability Criteria	Description	Justification	Means of Verification
Sustainable materials input	Providers to demonstrate/indicate : - Conductor material (e.g., copper, aluminum) and its grade - Insulation materials (e.g., XLPE, PVC) based on temperature, voltage, and environmental conditions to be used. - Specify insulation's	Reduces environmental toxicity and improves worker and consumer safety.	A combination of two or more parameters below: - Product datasheets, technical specifications, supplier declarations. - Permanent Labeling - Traceability Markings: - Compliance with relevant UNBS standard ,e.g., the US IEC 60227 - 1 or

	resistance to UV radiation, chemicals, and moisture **- Jacket material that can withstand the cable's operating environment, including UV, abrasion, and chemical exposure.** **-**		**equivalent**
Longevity	**Providers to demonstrate/indicate :** **- The durability of product to be supplied [average lifespan].** **- Ability to resist to environmental factors like moisture, UV exposure, and temperature fluctuations.** **- Adherence to relevant industry standards and certifications to ensure that the cable meets safety and performance requirements** –	**Longer lifetime often means that less new items are being produced and less raw material are extracted.**	**Manufacturers manual or brochure.**
Environmentally friendly packaging	**Provider to indicate their ability to use sustainable compliant**	**Minimizes packaging waste and responds to growing**	**Packaging specifications, product delivery inspection**

	materials	**consumer and regulatory expectations.**	**reports.**

3.9. GENERATORS

3.9.1. Generators, while providing backup power, pose several sustainability risks. These include air and noise pollution from emissions, potential for soil and water contamination from spills, and the contribution to climate change through greenhouse gas emissions. Additionally, improper handling can lead to safety hazards like carbon monoxide poisoning, electric shock, and fire.

3.9.2. Scope:

3.9.2.1. Small, backup, or non-commercial generators used internally by Procuring and Disposing Entities (PDEs).

3.9.3. Sustainability criteria

Sustainability Criteria	Description	Justification	Means of Verification
Sustainable material Inputs	Providers to demonstrate/indicate : - **The materials used in its production support a circular economy, offer a long operational lifespan, and minimize environmental degradation** - **Parts like the electronic circuitry is free of restricted hazardous**	**To avoid toxic heavy metals, non-recyclable composite plastics, high-conflict transition metals, and low-grade insulation**	- **Emissions certification from UNBS, NEMA, or international bodies or emissions logs.** - **Compliance with minimum UNBS standards like US ISO 8528 series or equivalent**

	substances like cadmium, mercury, and		

	specific phthalates, etc. **- Usage of Parts from recycled materials, e.g., aluminum and ocean-bound plastics for structural components.** **- life, etc**		

Resource ~~efficiency~~	**Provider to demonstrate ort indicate:** - **How ~~power~~ rating meets the required power needs** - **Fuel consumption at peak levels per hour** - **The use of energy efficient materials, ~~e.~~g., alternator using high-purity copper windings rather than copper-clad aluminum, which optimizes energy loss reduction and guarantees a longer operating;**	**Resource efficiency has direct impact on cost savings, environmental sustainability, and operational reliability**	• **Manufacturers Manual or brochure. Official** • **Manufacturer Fuel Consumption Curve Chart submitted with the technical bid.** • **Technical declaration from the Original Equipment Manufacturer (OEM) confirming alternative fuel compatibility** • **Compliance with minimum UNBS standards like US ISO 8528 Series or equivalent** • **Manufacturer's Component Datasheet: Explicitly stating composition of copper or**
			Copper clad aluminum percentage. • **Test Report / International Certification** • **Total weight verification: Copper is roughly three times heavier than aluminum**

Pollution	**Providers to indicate:** - **noise pollution generated and how it will be controlled [decibel]**	**Reducing pollution [noise, air, water, etc. lowers operational fuel costs, and ensures quick compliance with health and environmental policies. Protects workers and community health, ensures occupational health safety compliance.**	- **Certificate of Conformity (CoC) from pre-export verification agents or the Uganda National Bureau of Standards (UNBS).** - **Original engineering test sheets from the manufacturer** - **Compliance with minimum acceptable standards set by NEMA/UNBS** - **Noise Level Test Report or acoustic certification issued by an independent laboratory or certified compliance inspector**
Longevity	**Provider to demonstrate**	**-Longevit**	

	Longevity in the quality of products supplied: - **Use of Pure Copper Windings;** - **Heavy-duty engine castings;** - **Tropicalised generators;** - **Comprehensive long-term warranties,**	**y in generators reduces waste, lowers replacement costs, and minimizes resource consumption over time**	- **Manufacturers Manual and or brochures** - **Manufacturer's Authorization Letter signed directly by the OEM, confirming the bidder is a verified distribution partner** - **Signed Manufacturer's Warranty Certificate**

3.10. AGROCHEMICALS

3.10.1. Agrochemicals (short for agricultural chemicals) comprise all generic, synthetic, and biological chemical products used to manage agricultural ecosystems, enhance crop yields, and protect livestock

3.10.2. Adopting sustainability when buying agrochemicals is crucial for long-term environmental health and food security. Sustainable practices reduce the negative impacts of these chemicals on ecosystems, human health, and biodiversity, while also promoting more resilient and productive agricultural systems

3.10.3. Scope:

Chemical pesticides contain the most volatile, toxic compounds entering the Ugandan environment.

3.10.3.1. Start with Chemical Pesticides (Herbicides, Insecticides, Acaricides).

Sustainability Criteria	Description	Justification	Means of Verification
Sustainable material	**Providers to demonstrate/indicate:**	**Reduces the effects of the**	- **Product Safety Data**

input	- **Toxicity levels of the products to be supplied** - **Level of persistence in the environment** - **Extent of harm non-target organisms of the product.** - **Product Regulatory compliance with competent authorities** - **Shelf life of the product to be provided [buyer may have to dictate the minimum acceptable shelf life to be accepted in a PDE store** - **Training programme for key stakeholders on the use of the products**	**products on environmental contamination (soil, water, air), harm to non-target organisms (including pollinators and beneficial insects), development of herbicide-resistant weeds, and potential human health impacts**	**Sheet (SDS)** - **Eco toxicity reports** - **NDA, UNBS, or and National Environmental Compliance Certificate.** - **Compliance with relevant UNBS standard,** e.g,. **US 1792-1:2017** - **Registration certificate** - **Importation or distribution permit from authorities (e.g., NDA, UNBS** - **Self-declaration and manuals or guidelines on the product**
Environmentally friendly safe packaging and labelling	**Provider to submit information on** - **Packaging materials used and how they are expected to be disposed after use** - **Application of the product by users** - **Precautionary measures to be taken by the users during use**	**Ensures correct handling by users in rural areas with limited training.**	**Physical inspection** **Label review** **Manufacturer's statement of compliance.**

	and when disposing packaging materials - **Compliance with existing regulatory framework, GHS or equivalent safety standards.**		

3.11. TEXTILE CLOTHING AND ACCESSORIES

3.11.1. Implementing sustainable practices, such as using eco-friendly materials, reducing water and energy consumption, and ensuring fair labour conditions, is crucial for minimizing the industry's negative footprint and meeting the demands of environmentally conscious consumers

3.11.2. Scope: Focus on ~~uniforms~~ and other related textile acquired by PDEs.

3.11.3. Sustainability Criteria:

Sustainability Criteria	Description	Justification	Means of Verification
Sustainable Material Inputs	**Providers to demonstrate/indicate:** - **Use of organic fibre or blended natural fibers**	**Protects public health, and reduces on**	- **Certificate of Origin mapping the raw cotton back to local ginneries or domestic spinning mills.**

	- **Sustainability report covering energy and water consumption and pollution, waste generation,**	**resource usage.**	- **Fiber blend composition audit reports issued by a certified textile engineer.** - **Third-party laboratory testing certificates from the Uganda National Bureau of Standards**

	and carbon emissions. The report should cite how chemical pollution is being addressed by the provider - Textile materials must be free from harmful Azo dyes, formaldehydes , and heavy metals commonly used in cheap fixatives; -		(UNBS). - Conformity with international chemical safety standards such as OEKO-TEX® Standard ;
Occupational healthand Fair labor practices	Provider to demonstrate: - Health and safety policies, or guidelines in their organizations - Adherence to existing labor laws - Employing SIG in their organisations -	Contributes to safer working environment for the work force plus employment for the SIG in our society	- A valid National Social Security Fund (NSSF) Clearance Certificate. - Valid workplace safety inspection certifications or local government public health compliance - Policy and or Human resource Manual or equivalent - Beneficial Ownership Declarations and National ID copies verifying a minimum of 51% equity ownership by SIGs;
Durability	Provider to demonstrate: - That the fabric density, tensile	Protects public funds from low-	A combination of two or more parameters below: - Valid product quality

	strength, and yarn thickness comply with the structural specifications (e.g., specific GSM thresholds for school clothing or heavy duty security uniforms)	durability textile imports that tear or degrade rapidly	certification stamp or permit to use the Distinctive Mark from a standards body like UNBS or ISO14024
Promoting Local Production	Provider to demonstrate: - Utilisation of Ugandan grown cotton and local spinning mills where feasible -	To stimulate macroeconomic growth by promoting locally manufactured goods and services. It acts as an economic driver through	Provider to submit; - Trading License & Manufacturing/Tailoring Premises Permit - Recent official inspection or certification reports from the Ministry of Trade, Industry and Cooperatives (MTIC) or the Uganda National Bureau of Standards (UNBS) confirming an active local production line

3.12. WOOD PRODUCTS [STRUCTURAL AND NON STRUCTURAL TIMBER]

The dual regulation of structural and non-structural timber establishes a secure, transparent, and legally sound wood economy throughout the entire value chain.

3.12.1. The strategic intent of buying sustainably sourced structural and non-structural timber aligns with a commitment to environmental responsibility, economic sustainability, and ethical sourcing. It involves making

choices that prioritize the long-term health of forests, support local communities, and reduce the negative impacts of forestry on the environment and society.

3.12.2. Scope: To be limited to

3.12.2.1. All structural timber products with exceptional of Engineered wood products;

3.12.2.2. Non-structural timber products, e.g,. Office furniture, wooden door and windows, with exception of engineered products.

3.12.2.3. Wood fuel

Sustainability Criteria	Description	Justification	Means of Verification
Sustainable materials input	Providers to demonstrate/indicate: - Source of timber to be used [must be from Uganda unless otherwise]. - This should be legally harvested timber. - Statement on complying with existing legal and regulatory frameworks, e.g,. UNBS standards,	Supports local economies, job creation, and reduces environmental impact from illegal sources and long-distance transport	A combination of four or more parameters below: - Forest Management Plan (FMP) - Valid timber harvesting permit/licence; - Certification of the source e.g. National Forestry Authority (NFA) transit and trade permit, FSC or equivalent; - For engineered timber, compliance with UNBS grading standards; - Business registration certificates, - Delivery origin documents,

			- site visit reports
Longevity	**Provider to indicate:** - **The moisture content of timber to be used standards suitable for construction (12–18%).**	**Ensures timber durability, prevents structural risks, and improves construction safety and quality.**	- **Moisture meter test report,** - **Uganda National Bureau of Standards (UNBS) compliance certificate, technical datasheets.**

3.13. PACKAGING PRODUCTS (PLASTIC BOTTLES AND POLYTHENE BAGS)

3.13.1. Plastic packaging creates severe urban flooding, degrades agricultural land, and triggers public health crises across the country. The country produces more than 600 metric tonnes of plastic waste every single day and over 60% is dumped into streets, drains, and fields. The plastic industry has a significant environmental footprint due to plastic production, use, and disposal. This footprint includes both carbon emissions and plastic waste, with the latter contributing to pollution in various ecosystems, including rivers, lakes and oceans.

3.13.2. Scope:

3.13.2.1. Non-food chemical and industrial containers and plastic bottles used for bottled water in PDEs

3.13.2.2. All polythene bags used in PDEs with exception of what is exempted under Schedule 9 of the National Environmental Act.

PHASE ONE 12-24 MONTHS			
Focuses on minimum compliance, cost-efficiency, and policy-aligned basics			
Sustainability Criteria	**Description**	**Justification**	**Means of Verification**
Sustainable Material Inputs	**Providers to demonstrate/indicate:** - **All non-food chemical and detergent containers must be manufactured using a minimum of 50% Post-Consumer Recycled High-Density Polyethylene (rHDPE) or Recycled Polypropylene (rPP).** - **Where plastic bottles are to be acquired, they made from food graded recyclable polymers such as PET (Type 1) or HDPE (Type 2).** - **Any packaging products intended for food, medical supplies, or office catering must be 100%**	**Reduction in plastic and polythene related pollution, and promotes recycling.**	**A combination of two or more parameters below:** - **A valid certified product laboratory test report from the Uganda National Bureau of Standards (UNBS).** - **Compliance reports with the National Environment Act, 2019, and Waste Management Regulations, 2020.** - **Compliance with existing UNBS standards, e.g,. US 1664:2017 for plastic water bottles, US 773:2007 for polythene paper, etc** - **Certified laboratory degradation reports proving compliance with international bioplastic standards (e.g., EN 13432 or ASTM D6400).**

	BPA-free.		

	- **Plastic colorants and heavy-metal fixatives (such as lead or cadmium stabilizers) are not used since they are prohibited.** - **Where polythene sheets are to be acquired for heavy-duty office and hospital trash liners, they must comply with minimum of 50% to 100% Post-Consumer Recycled Low-Density Polyethylene (rLDPE); Polythene bags and flexible packaging sheets must possess a minimum thickness of 30 microns or above (in strict compliance with NEMA statutory limits).** - **Where flexible films are required for single-use**		

	purposes (e.g., medical sampling), materials must utilize compostable bioplastics like Polylactic Acid (PLA) or PBAT blends.		
Environmentally friendly Packaging Material	**Providers to demonstrate** - **That they do not utilize single-use plastic shrink-wraps or PVC-based binding films.** - **Minimise use of heavy-duty plastic strapping** - **Bulk outer boxes, structural separation sheets (dividers), and ream wrappers must be manufactured from 100% biodegradable or compostable paper-based materials;** - **compliance with submit a statement on % of hazardous substances such as BPA**	**Protects consumer health, and ensures compliance with international safety standards.**	**A combination of two or more parameters below:** - **Manufacturer Material Declaration Sheet tracking paper feedstock;** - **Product Safety Data Sheet (SDS)** - **Conformity with UNBS standards, NEMA, etc or equivalent.**

	or phthalates in their products		

4. Conclusion:

Implementing these sustainability criteria marks a critical shift towards responsible public spending in Uganda. Over the next two years, these baseline standards will help procurement practitioners cut environmental waste, support local businesses, and ensure fair labor practices.

This initial two-year phase serves as a foundation. It allows teams to build market capacity, train personnel, and gather performance data without overloading and overwhelming suppliers. The lessons learnt during this period will directly inform the second, more stringent phase of the sustainability rollout. By adopting these criteria today, Ugandan procurement entities will drive immediate socio-economic impact while preparing the market for future regulatory updates.

ABOUT THIS MANUAL

The Sustainable Public Procurement Manual provides practical guidelines and procedures to help public entities integrate economic, social and environmental considerations into every stage of the procurement cycle, from planning to contract closure.

1

PROCUREMENT CYCLE

Apply sustainable procurement at every stage: planning, sourcing, evaluation, award and contract management.

2

COMPLIANCE & GOVERNANCE

Ensure accountability, transparency and ethical procurement in line with the legal framework.

3

CAPACITY & COMPETENCE

Strengthen skills and promote continuous improvement across all public entities and stakeholders.

Promoting value for money while protecting the planet, empowering people and building a prosperous Uganda.

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ISBN [insert]

SUSTAINABLE PUBLIC PROCUREMENT MANUAL

Practical Guidelines and Procedures for Sustainable Public Procurement

PERIOD COVERED: 2026 - 2030 | JUNE 2026