Rakai Health Sciences Program

Procurement Policy and Procedures Manual
## Revision history

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## List of Acronyms

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<tr>
<td>HOD</td>
<td>Head of Department</td>
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<td>LPO</td>
<td>Local Purchase Order</td>
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<td>RFP</td>
<td>Request for Proposals</td>
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<td>RFQ</td>
<td>Request for Quotation</td>
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<td>RHSP</td>
<td>Rakai Health Sciences Program</td>
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<td>EOI</td>
<td>Expression of Interest</td>
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<td>BoD</td>
<td>Board of Directors</td>
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<td>SMT</td>
<td>Senior Management Team</td>
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<td>CAP</td>
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Definitions of Key terms

**Award** - Decision by a RHSP to determine the successful bidder.

**Best evaluated bid** - Bid which is determined to be the most economically advantageous after evaluating all terms and conditions of the bid.

**Bid** - It refers to what is prepared and submitted by bidders.

**Bid Notice** - Advertisement by which eligible providers are invited to submit written offers to provide or acquire works, services and supplies, or any combination of them in case of procurement and disposal respectively.

**Bid period** - Period between the date of publication of the invitation to bid and the closing date for the submission of bids.

**Bid validity period** - Period of time subsequent to the closing date for submission of the bids for which the bid price and the conditions of the bid are not subject to any change by the bidder.

**Bidder** - Bidder or a physical or juridical person intending to participate or participating in RHSP’s procurement proceeding.

**Bidding documents** - Means bidding documents/ what is prepared by RHSP and distributed to bidders to help them in submitting their bids.

**Consultant** - Person or a firm contracted by RHSP to carry out consultancy services.

**Consultancy Services** - Refers to activities of an intellectual nature.

**Contract** - Means an agreement, memorandum of understanding, guarantees, and any other similar or analogous documents to which RHSP is a party.

**Contract management** - Management of a contract including, but not limited to, performance and compliance with the terms and conditions of the awarded contract by the provider and RHSP.

**Day** - Working day of the week (8.00 am to 5.00 pm) except Saturday, Sunday and public holidays.

**Emergency** - Means circumstances, which are unforeseeable and not caused by dilatory conduct.
Senior Management Team – Top governing leadership of RHSP

Framework Contract - Contractual arrangement which allows RHSP to procure works, services or supplies that are needed continuously or repeatedly at an agreed price over a period of time, through the placement of a number of orders.

Goods or supplies - Means objects of every kind and description including raw materials, products, equipment be it in solid, liquid or gaseous form, as well as services that are linked to the supply of the goods if the value of those services does not exceed that of the goods themselves.

CAP - Committee that is responsible for review of award of tenders.

Lowest bid - Lowest price offered for a given contract;

Non-Routine Purchases- Items/ services used infrequently purchased by the organization e.g. Assets, constructions, renovations. This shall also include routine purchases that exceed what would reasonably be used in daily operations.

Offer - Means quotation;

Pre-qualification - examination process designed to ensure that invitations to bid are confined to capable providers;

Prequalified providers - Means providers registered by RHSP;

Procurement - Process of acquiring goods, works and related services such as transportation, insurance, installation, training, maintenance, and other similar services required for the implementation of a project excluding it’s consultancy services.

Procurement process - Successive stages in the procurement cycle including planning, choice of procedure, measures to solicit offers from bidders, receipt and opening of bids, evaluation, award of contract and contract management

Proposal - Means an offer made by a consultant in response to a request for consultancy services addressed to RHSP on the basis of appropriate terms of reference.
**Provider** - Natural person or an incorporated body including a provider, consultant, contractor or supplier licensed by a competent authority to undertake business activities;

**Quotation** - Means an offer made by a provider (supplier) in response to a request for goods/supplies addressed to RHSP based on specifications.

**Record** - Document relating to any stage of a procurement or disposal process.

**Routine purchases** - Items used for day to day operations of the organization. This shall include sundries, field protective gear, fuel, stationery etc.

**Services** - Object of procurement, other than works and supplies and shall include both professional, non-professional and commercial types of services as well as services which are incidental to such services but not exceeding the value of such services.

**Specification** - Description of an object of procurement or disposal in accordance with national and international standards or other appropriate trade associations and professions.

**Statement of Requirements** - Document that contains a full and complete description of the requirement that is the subject of the procurement.

**Stock items** - Means goods/supplies directly or frequently used by RHSP.

**Supplier or contractor** - Potential party or the party to a procurement contract with RHSP.

**Terms of Reference** - Document prepared by RHSP defining the requirements for an assignment and means to be made available, concerns to be taken into account as well as the expected results;

**Works** - Includes any work associated with the construction, reconstruction, demolition, repair, or renovation of a building or structure, on the surface or underground, and includes the preparation, excavation, erection, assembly, installation; testing and commissioning of any plant, equipment or materials, decoration and finishing, and shall include turnkey projects, build own and operate projects, build operate and transfer projects or any arrangement following in this nature, or any other form of private-public partnerships or joint development activities, all or
any of which may also include management, maintenance, testing, commissioning and training; as well as services incidental to the foregoing works where the value of such incidental works does not exceed the value such works
1 Purpose of the Manual

1.1 Aims and Objectives

The purpose of this Manual is to provide detailed guidance and best practice to support procurement processes for RHSP. The manual further aims at helping the various stakeholders understand the procurement processes and to achieve uniformity and order in processing of procurement transactions.

1.2 Procurement Manual Priorities

This manual seeks to address five key priorities as follows:

a) A competitive process designed to meet RHSP peculiar needs and requirements;

b) Increased stakeholder involvement throughout the procurement process so as to achieve the desired goals and objectives;

c) Timely communication regarding the effective movement and flow of information right from the ultimate beneficiaries through to the vendors; and from the vendors back to the ultimate beneficiaries;

d) Achievement of value for money through a combination of whole life costs and appropriate total quality to meet the requirements of RHSP; and

e) Transparency, effectiveness and efficiency in the whole procurement process so as to build a work ethic which ensures that the products or services procured meet the needs of RHSP.

1.3 Application of the Manual

The content of this manual applies to the procurement of all goods, works and services (consultancy and non-consultancy services) for RHSP.

Where donor funded procurement is required to follow the procurement rules of the donor or funding agency, those rules will prevail over the procedures in this manual to the extent that there is any conflict. However, the procedures in this manual will continue to apply in all areas where they are consistent with the rules of the donor. Where any permission (concurrence or “no objection”) is required from a donor or funding agency, prior approval, shall be obtained.

1.4 Scope of the Manual

The procedures contained in this manual cover the whole procurement cycle from initiation through to contract completion. They provide guidance on handling the
procurement of goods, works, routine services and non-routine consultancy services. The manual also includes procedures for disposal of RHSP assets, inventory and expired drugs.

1.5 Structure of the Manual

The manual is structured around the key successive stages of the procurement process. Flow charts for quick reference and guide are provided in appendix 1.

1.6 Distribution of the manual

The manual shall be available to all staff of RHSP.

1.7 Review and update of Manual

This manual shall be subject to revisions in order to cater for changes in the operating business environment; the changes in the RHSP needs, administrative structures and operations; introduction of any national and international legislations; and the adoption of new improved procedures and practices.

Revised versions of existing procurement procedures or additional procurement procedures will be issued by the SMT.

1.8 Effective Date of Implementation

The effective date of implementation of this manual shall be the date when the manual has been signed-off by the RHSP Executive Director and RHSP BoD Chair.
2 Ethical code of conduct

2.1.1 RHSP shall always conduct all its procurement operations in an ethical and just manner.

2.1.2 Based on the nature of the responsibilities associated with procurement decision making, or personnel who would be in a position to influence a solicitation and award selection process, it is imperative that these individuals exercise higher standards of ethical conduct in the procurement process to avoid any perception of impropriety.

2.1.3 Any perception of improper or unethical behavior in the procurement process directly and negatively impacts the image and credibility of the employees and RHSP.

2.1.4 All RHSP staff shall sign the Code of Ethical Conduct prescribed in appendix 2. The code shall be one of the guiding principles to the staff who have been appointed or co-opted on the respective committees.

2.1.5 All providers of works, services or supplies shall be required to sign a declaration of compliance with those codes of conduct determined by RHSP from time to time, as prescribed in appendix 3. The declaration shall be part of the bid documentation.

2.1.6 Suspected or observed violations of this policy must be promptly reported to any member of the Senior Management Team (SMT) to the extent that they are not conflicted. In all cases of suspected or observed violations, facts and sound judgment shall be exercised.
3 Procurement Structures

3.1 Composition of Stakeholders

For the purposes of this manual, the procurement structures in RHSP shall be composed of the following stakeholders;

a) The Board of Directors
b) Executive Director
c) The Senior Management Team (SMT)
d) The Contracts and Procurement (CAP) Committee
e) The Deputy Director Finance and Administration
f) The Procurement Section
g) The Evaluation Committee
h) The End Users
i) The Finance team
j) The Budget Committee
k) External Stake holders including the Government, suppliers
l) Asset Disposal committee

3.2 The Board of Directors (BoD)

The BoD shall provide oversight to RHSP in implementation of procurement best practices. It shall also be responsible for approval of any updates and/or amendments to this manual.

All major procurement decisions that cannot be conclusively resolved by the SMT shall be referred to the BoD for guidance and advice.

3.3 The Executive Director (ED)

The Executive Director will bear the overall responsibility for the execution of the procurement process in RHSP. The roles of the ED or as otherwise delegated shall include but limited to the following:

a) Committing RHSP funds to support the procurement or disposal activities;
b) Signing contracts for procurement on behalf of RHSP;

c) Ensuring that the implementation of the awarded contract is in accordance with the terms and conditions of the contract award.

d) Appointing members of the Asset Disposal Committee.

3.4 The Contracts and Procurement (CAP) Committee

3.4.1 There shall be a Contracts and Procurement Committee appointed by the ED in consultation with the SMT.

3.4.2 The CAP Committee shall be composed of seven (07) members.

3.4.3 The tenure of the members of the CAP shall be two years, and the ED will have overall discretion of re-appointing a member for another term.

3.4.4 Members of the CAP shall be appointed with regard to their technical competence and skills required for the discharge of the roles and responsibilities of the CAP.

3.4.5 In order to maintain independence of functions and power, the Executive Director, Deputy Director Finance and Administration and the Director Finance & Administration (DFA) shall not be members of the CAP; and a member of the CAP shall not be part of the evaluation committee. A staff of the Procurement Section shall not be part of the CAP, but shall be required to be in attendance with the technical person who was a member of the evaluation
committee where necessary when the CAP is making deliberations, for purposes of providing clarifications if required.

3.4.6 The CAP may co-opt external advisers depending on the nature and complexity of the subject of procurement

3.4.7 Quorum for the CAP Meetings shall be at least five (05) members.

3.4.8 The CAP’s main role shall be to review the procurement, evaluation reports, adjudicate on the recommendations therein, and make award recommendations.

The CAP shall deliberate and make recommendations for the award of all contracts for non-routine purchases/services valued above UGX 25,000,000.

The recommendations shall be communicated by the CAP Secretary to the Executive Director for concurrence within two days of completion of the CAP deliberations. Procurement section shall be copied in the communication for follow-up.

3.4.9 CAP members shall be required to declare Conflict of Interest at the start of every meeting. Failure to declare conflict of interest by a CAP member shall be subjected to disciplinary action.
3.4.10 Membership of the CAP shall be a role added to the member appointed, and shall therefore not attract any additional benefits to the appointed member of staff.

3.4.11 Notwithstanding subsection 3.4.9, external advisors/consultants engaged in the course of the procurement process shall be compensated by RHSP for their time input/skills/expertise at rates agreed between them and RHSP.

3.5 The Deputy Director Finance and Administration

3.5.1 The Deputy Director Finance and Administration shall review, deliberate and approve Bid Analysis for all routine purchases. This shall also apply to non-routine purchases/services less than 25,000,000.

3.6 The Procurement Section

Procurement in RHSP shall be centralized, and all procurement transactions shall be managed by the Procurement Section.

3.6.1 The roles of the Procurement Section shall include the following:
   a) manage all procurement or disposal activities of RHSP;
   b) implement the decisions of the CAP;
   c) work with the respective RHSP departments to prepare procurement plans;
   d) work with the End Users to prepare statements of requirements;
   e) prepare bidding/solicitation documents;
   f) prepare advertisements of bid opportunities;
   g) issue bidding/solicitation documents;
   h) prepare and maintain a list of approved providers for goods, services and works;
   i) prepare contract documents/Local Purchase Orders;
   j) issue signed contract documents/Local Purchase Orders;
   k) maintain and archive records of the procurement and disposal process;
   l) prepare procurement monthly reports to the Senior Management Team(SMT) through the Deputy Director Finance and Administration.
3.7 The Evaluation Committee

3.7.1 The Evaluation Committee shall be constituted on adhoc basis by the Procurement Manager in consultation with respective end users and this shall be approved by Director Finance & Administration.

3.7.2 The Evaluation Committee constituted shall be responsible for conducting a bid evaluations and for all transactions over 25m.

3.7.3 The composition of the members of the committee shall be based on the technical competence required to evaluate the bid under consideration. Membership will have minimum of three persons and a maximum of six depending on the scope and complexity of the assignment/procurement. The evaluation committee shall always include an ex-official staff from the Procurement Section who shall be the secretary.

3.7.4 The members of the evaluation committee shall be of an appropriate level of seniority and experience, depending on the value and the complexity of the procurement requirement. The evaluation committee shall include members with a relevant type of skills and experience and the skills required shall be determined by the nature of the procurement requirement, but may include-

   a) procurement and contracting skills;
   b) financial management skills;
   c) technical skills relevant to the subject of the procurement;
   d) legal expertise
3.7.5 External Advisors/consultants may be co-opted on to the evaluation committee depending on the nature and complexity of the assignment. Inclusion of such persons shall be approved by the Executive Director.

3.7.6 The Evaluation Committee shall conduct bid evaluations and produce a signed bid evaluation report within a period of one week from the date of bid closing.

3.7.7 Members of the Evaluation Committee shall be required to declare that they do not have any conflict of interest prior to commencement of the evaluation exercise.

3.7.8 All members of the evaluation committee shall be required to sign the bid evaluation report.

3.7.9 Membership on the Evaluation Committee shall be a role added to the member selected, and shall therefore not attract any additional benefits to the selected member of staff.

3.7.10 Notwithstanding subsection 3.7.9, external advisors/consultants engaged in the course of the procurement process shall be compensated by RHSP for their time input/skills/expertise at rates agreed between them and RHSP.

3.8 The End Users

3.8.1 The End Users shall prepare procurement plans based on the approved donor budgets, which shall be submitted to the Procurement Section for consolidation and implementation. The Procurement Plans shall be submitted to the Procurement Sections prior to the commencement of the new financial funding period.

3.8.2 The End Users shall further have the following roles:

a) initiate procurement requirements;

b) prepare Statements of Requirements (specifications for goods, Terms of Reference for Services and Bills of Quantities for Works) in consultation with the Procurement Section; and submit them to the Procurement Section;

c) Manage contracts in accordance with specified terms and conditions;

d) Participate in the verification of goods delivered/services consumed/works executed;
c) Complete a verification report with appropriate recommendations based on findings of the verification exercise.

### 3.9 The Budget Committee

This shall review, deliberate and approve program budgets based on availability of funding.

- Members of the budget committee will include Senior Management Team (SMT)
- procurement manager,
- Head of finance,
- program manager
- and stores manager.
- Deputy Directors

### 3.10 The Finance department

The finance team shall ensure that payments are effected in line with procurement guidelines.
4 Registration of Suppliers

4.1 Purpose

4.1.1 RHSP shall deal with only a dedicated number of suppliers who have proved or demonstrated ability to provide it with works, goods and services in an efficient manner. The registration of suppliers shall be based on but not limited to the following:
   a) Legal registration of the firm
   b) experience/performance in similar contracts
   c) capabilities with respect to equipment
   d) financial capability of the provider
   e) Tax Clearance Certificate (TCC)
   f) previous experience working with RHSP.

4.1.2 RHSP shall not source products/services from suppliers:
   i. Implicated in illegal activities/processes
   ii. With known unresolved issues with RHSP or any other organization
   iii. Who have been barred from participation in procurement proceedings by any regulatory body

4.2 Scope

4.2.1 RHSP shall register suppliers/vendors to meet its requirements in various areas of specification such as general office supplies, construction and renovations of buildings, supply of equipment, Medical Supplies, repairs and maintenance and consultancy services. The prequalification list of approved suppliers/
vendors shall be valid for three years while updating supplier information shall be done at least annually.

4.3. Selection of suppliers

4.3.1 The Procurement Section shall publish an invitation to bidders to submit applications.

4.2.2 The invitation shall be placed in at least one daily newspaper of wide circulation and shall also be posted to RHSP website. The received applications shall be subjected to evaluation in accordance with set criteria (see section 4.4.).

4.2.3 The evaluated short list/register shall be reviewed by the RHSP CAP committee and approved by the ED prior to implementation.

4.2.4 The program shall only procure from suppliers from the approved pre-qualification list. Purchasing from suppliers outside the pre-qualified list shall only be done from the following circumstances: -

- When there are less than 3 vendors on the pre-qualification list
- When there is an item that cannot be supplied by vendors on the pre–qualified list
- When RHSP realizes there is no value for money from suppliers on the pre-qualified list

4.2.5 Approval to add new vendors on the pre-qualification list shall be reviewed by CAP and approved by the ED. However, for scenarios where it’s a one-off transaction for a vendor that is not on the pre-qualified list, but will grant us better value for money engagement with such a vendor will be done with approval from the ED. If subsequent engagements with such a vendor are needed, the vendor will be required to undergo the pre-qualification exercise.

Procurement section shall do an annual review of the approved pre-qualified list of providers. The review will include the following:

(i) responsiveness to procurement requests
(ii) quality of goods and services supplied,
(iii) timely delivery
(iv) number of orders issued
(v) competitiveness of prices
(vi) updating business information including physical address verification

4.3 Supplier Evaluation

Two categories of suppliers shall be prequalified

Category A: Registered Companies

Category B: Unregistered Vendors

4.3.1 For the purpose of short listing/registration of the firms, Category A suppliers shall be required to provide the following documents:
   i) Certificate of registration/incorporation
   ii) Current trade/practice license (where applicable).
   iii) VAT, TIN and Tax Compliance Certificates
   iv) Audited Financial Statements.
   v) Valid PPDA certification if applicable
   vi) Bank details in the name of the business

4.3.2 Category B suppliers, minimum requirements shall include the following:
   (i) L.C recommendation letter
   (ii) TIN
   (ii) Valid Trading License
   (iii) National ID/Valid Driver's license
   (iv) Bank details

4.3.3 Other requirements:

- The supplier shall have legal capacity to enter into a procurement contract.
- The supplier shall not be insolvent, in receivership, bankrupt or in the process of being wound up and is not the subject of legal proceedings relating to the fore-going.
- The supplier shall not have been debarred from participating in procurement proceedings by any competent authority within and outside Uganda.
4.4 **Supplier Appraisal and information update**

4.4.1 Procurement section in consultation with the DFA shall conduct supplier appraisal at least annually during the tenure of pre-qualification. This will be based on the following:

   a) Timeliness of delivery.
   b) Completeness of delivery
   c) Compliance with set specifications.
   d) Verification of goods and services
   e) Quality of product delivered or service provided
   f) Number of orders issued
   g) Competitiveness of prices

This review shall inform updates to the prequalified list.

4.4.2 Suppliers shall be required to update the procurement section with any changes in their business section as soon as possible. Business information includes, but is not limited to, business address both physical and postal, business account number, telephone, business name, TIN, business directory e.t.c.

4.4.3 RHSP shall make at least one physical visit a year to all its pre-qualified vendors.

4.4.4 RHSP shall conduct at least one vendor conference annually.
5         Procurement Planning

5.1     Purpose

5.1.1    This policy is necessary to ensure timely and competitive procurement of goods
and services. It is RHSP policy that procurement planning shall be integrated
into its annual budgetary expenditure framework. The plans shall be broken
down to quarterly, annual or where applicable multi-year plans.

5.2     Scope

5.2.1    The policy on procurement plans shall be applied within the following
categories:
a) Planned works (renovation and repair to building, plumbing works and
electrical works)
b) Construction of new structures
c) Goods (equipment, Medical sundries, Office Supplies etc.)
d) Services and office machine/equipment maintenance contracts
e) Consultingservices

5.3     Preparation
5.3.1  **Procurement plans shall be prepared periodically depending on the grants financial cycle.**

5.3.2  The Procurement Manager shall draw a periodic timetable/programme and issue instructions to study coordinators /Regional managers on the format for preparing procurement plans.

5.3.3  Each sectional/ departmental heads shall prepare and submit a procurement plan.

5.3.4  The procurement plan shall be in line with annual budgets for the respective studies/programs.

5.3.5  The Procurement Manager shall prepare and submit a consolidated procurement plan to the respective directorate heads for review.

5.3.6  All procurement plans from the respective directorates shall receive final approval from the SMT.

5.3.7  Requisitions for procurement shall be in accordance with the approved budgets.

5.4  **Revision to Procurement Plans**

5.4.1  In the event of any urgent need that had not been foreseen and planned for in the approved plan, revisions of the procurement plan shall be sought from the SMT.

5.4.2  The request shall provide the justification, quantity, estimated cost, availability of budgetary allocations, expected delivery/completion date and relevant procurement method.
6 Procurement Thresholds

6.1.1 The following financial thresholds shall be used in the execution of the procurement transactions, these shall be based on the estimated value of the procurement requirement:

i. Small Sized Tenders: total value not more than UGX 25 Million

ii. Medium Sized Tenders: total value exceeding UGX 25 Million but not more than UGX 100 Million

iii. Large Sized Tenders: total value exceeding UGX 100 Million.

6.1.2 Due care shall be taken to avoid under or over estimation of the value of the procurement requirement intended to circumvent a stringent process. Owing to careful adherence to this principle, it shall not be necessary to alter the process in case the actual bids exceed the threshold for the procedure being followed.

6.1.3 It shall not be permissible to split up procurement requirements which can be procured as a single contract; with the intentions to avoid a particular procedure or benefits of scale. Splitting of requirements, which are broadly similar or related, shall only be permitted when the split offers clear and calculable economic or technical advantages.
7  Initiation of Procurement Requirements

7.1  Description of Requirements

7.1.1 Procurement requirements shall be presented by the end user through a Share point requisition (Form in appendix 4); and this shall be approved by the respective supervisor.

7.1.2 The value of services, works or supplies shall be costed. The costed budget shall be checked by the Head of Department (HoD)/ line director, reviewed by the DDFA/ DFA / line director after which submitted to finance for final approval by the Budget committee.

7.1.3 In costing the value of the services, works or supplies required and authenticating the availability of funds, RHSP shall ensure that the cost is realistic and that:
   a) The cost is based on up-to-date information
   b) Authentication of availability of funds shall take into account the total acquisition costs. include applicable taxes and other related fees/costs

7.1.4 The End User in consultation with relevant technical persons shall prepare detailed specifications (for supplies), Terms of Reference/Scope of Work (for services) and Bills of Quantities (for works). The End User shall consult the Procurement Section or other relevant departments in the course of preparation of the requirements.

7.1.5 The detailed specifications/Scope of Work shall cover the fundamental needs of RHSP in respect of the goods/services concerned. A specification shall contain a complete, precise and unambiguous description of the supplies or services required and shall include, where appropriate:
   a) a clear definition of the scope of the proposed purchase;
   b) the purpose and objectives of the proposed purchase;
   required quantities of the proposed purchase;
   c) a generic description to an appropriate level of detail;
   d) a functional description of the qualities, including any environmental or safety features required of the subject of the procurement;
e) performance parameters, including outputs, timescales, and any indicators or criteria by which the satisfactory performance of the specification can be judged;
f) process and materials descriptions;
g) dimensions, symbols, terminology, language, packaging, marking and labeling requirements; and
h) any other relevant industry standard.

7.1.6 In circumstances where an item cannot easily be described, use of samples shall be acceptable. In such cases, all the potential suppliers shall be availed a uniform opportunity to examine the sample before submitting their offers.

7.1.7 No specification shall be issued with reference to a particular trademark, brand name, patent, design, type, specific origin, producer, manufacturer, catalogue or numbered item, except where, for compatibility purposes or, the purchase has to be made from the previous vendor. (for example, in the case of procurement of compatible spare parts).

7.1.8 Notwithstanding procedures in sub-section 7.1.7, the Directorates shall be mandated to make specifications with reference to particular brands for pharmaceutical products and Medical Sundries only.

7.1.9 Specific service performance levels shall also be determined by the End User and shall clearly stipulate supplier’s performance measures against set parameters.

7.2 Requisitioning

7.2.1 The End User shall complete a Procurement Requisition Form and attach the approved requirements, and these shall be submitted to the Procurement Section.

7.2.2 For stockable items, the requester shall confirm that the items are not available in the RHSP stores prior to preparing a requisition. If the items are available in the stores, then stores Requisition shall be raised instead.

7.3 Identification of Suitable Suppliers
7.3.1 The Procurement Section shall identify potential suppliers from whom the goods/services can be sourced. Suppliers shall be sourced from the pre-qualified list. In the event that this is not possible other potential approaches include the following:
   a) Knowledge of the Market/Market Research;
   b) Suggestions from Stakeholders; or
   c) Publication of an Expression of Interest.
   d) Professional Bodies and/or Regulatory Agencies

This step will result in the generation of a long list of potential suppliers that could be invited to participate in a particular procurement process.

7.4 Bidding period

7.4.1 Small sized tenders bidding period shall be five working days.

7.4.2 Medium sized tender bidding period shall be 10 working days.

7.4.3 Large sized tender bidding period shall be 15 working days.
8  Procurement Procedures for Small Sized Tenders

8.1.1 Procedures

8.1.2 The Procurement Section shall source for at least 3 quotations from the prequalified providers.

8.1.3 Quotations shall be submitted physically or electronically.

8.1.4 The Procurement section and where necessary with the End User shall carryout a bid/quotation analysis and submit to the Deputy Director Finance and Administration for review and approval in consultation with the DFA.

8.1.5 A Local Purchase Order or Contract shall be prepared by the Procurement section and signed by the Deputy Director Finance and Administration.
9 Procurement Procedures for Medium and Large sized tenders

9.1 Identification of Suitable Supplies.

9.1.1 Where there are enough /pre-qualified providers, the Procurement Section shall stick to vendors on that list. There shall be rotation of vendors on the prequalified list for successive requirements to accord all bidders an opportunity to participate in bidding.

The procurement section shall have an approved schedule of the supplier rotation.

9.1.2 For all pharmaceutical products, the Procurement Section shall stick to the list of vendors as provided by the National Drug Authority (NDA). However, where a donor agency has a preferred vendor, the donor agency’s propositions shall be upheld subject to obtaining a no objection from NDA.

9.1.3 In cases where the required number of three suppliers can’t be obtained from the prequalified list, vendors may be sourced through a publication of an Expression of Interest (EOI) in a newspaper of wide national circulation.

9.1.4 Expressions of Interest shall not be sought where:

a) the services, supplies or works are highly complex, specialized or require detailed design or methodology;

b) there is a warranty agreement with the supplier

9.1.5 The advertisement shall give a brief description of the project objectives and an outline of the range of activities that the service provider will be required to undertake. No detailed Terms of Reference (ToRs) shall be required.

9.1.6 The criteria to select a successful bidder shall be based on the capability and resources of the bidder, taking into account:

a) Experience and performance in similar contracts within the country, region or internationally;

b) Capabilities with respect to equipment, manufacturing or construction facilities where applicable;

c) Qualifications and experience of the bidder’s personnel;

d) Financial capability to perform the proposed contract;

e) Facilities or representation at or near the location for performance of the contract;
f) Available capacity to undertake the assignment;  
g) Litigation record; and  
h) Any other relevant criteria.

9.2 Preparation of Bidding/Solicitation Documents

9.2.1 It shall be the responsibility of the Procurement Section to prepare and issue the Request For Quotation (RFQ)/ Request For Proposals (RFP) (see RFQ/RFP template in appendix 5). End Users shall not be permitted to send out RFQ/RFPs. The Procurement Manager shall satisfy him/herself that the RFQ/RFP is complete with the statement of requirements and relevant terms and conditions for bidding, as well as the evaluation criteria.

9.2.2 The RFQ/RFP shall be issued to suppliers either by email or in hard copy. Irrespective of the mode of issuance, care shall be observed to ensure that the issuance of the RFQ/RFP is done at the same time to all suppliers. The RFP/RFQ shall specify the mode of receipt of the vendor responses.

9.2.3 The bidding period may be varied upwards depending on the nature and complexity of the requirements. However, this shall be in writing to all vendors participating in a procurement activity.

9.2.4 All medium and large sized tender bids shall be submitted physically.

9.2.5 A statement of requirements in the RFP shall give a correct and complete description of the subject of procurement in accordance with Section 8.1 of this manual.

9.2.6 For purposes of inquiries on the bid, a point of contact shall be provided to all suppliers. Responses to such inquiries shall be given within 2 days. All bidders shall receive copies of the answers to the clarifications, without necessarily disclosing the source of the inquiry. Submission of the request for clarification shall not necessarily lead to changes in the submission date.
9.3 **Receipt and Opening of Bids**

9.3.1 The method of receipt of provider’s responses to the bid shall be by bid box at a stipulated location.

9.3.2 Where the bid box is to be used, the Procurement Section shall ensure that providers have access to the bid box at all times during working hours until the closing deadline. The providers shall be required to register the bid at the reception prior to placing the bid in the bid box *(Refer to Tender Receipt Register in Appendix 6).*

9.3.3 Where a bid is too large to be placed in the bid box, a staff of the Procurement Section shall:

The bid shall be registered at the reception and kept securely in a lockable cabinet. This cabinet shall have two locks different keys sets shall be kept by two independent people in different sections.

9.3.4 Where a bid is delivered by courier, a staff of the Procurement Section shall ensure that such bid is registered and included in the bid opening;

9.3.5 All bids received shall be registered in the tender opening register *(see appendix 7).*

9.3.6 Bids shall be opened by procurement in the presence of a member of the CAP and details recorded on the bid opening register. Bidders or their representatives shall be invited to witness the bid opening.
9.4 **Evaluation of bids**

9.4.1 An evaluation committee shall conduct the evaluation of providers’ responses in line with the evaluation criteria specified in the RFP/RFQ. No other criteria shall be introduced during bid evaluation.

9.4.2 **Bid Evaluation for Services**

9.4.2.1 Where the procurement requirement is for provision of services, the evaluation committee shall ascertain the quality of services to be provided by following the criteria below:

- Qualifications personnel
- Methodology proposed
- Adherence to Terms of Reference
- Experience of similar work and track record
- Experience in particular region/country
- And any other as appropriate for the bid

9.4.2.2 Each member of the committee shall undertake an assessment independently of one another and provide scores.

9.4.2.3 The chairperson as chosen by the evaluation committee, shall combine the scores. Where there is significant ambiguity in the combined scores, the evaluation committee shall discuss the scoring and make adjustments appropriately where necessary. The most economically advantageous tender shall be determined in accordance with the methodology and set criteria in the RFP.

9.4.3 **Bid Evaluation for supplies (goods)**

9.4.3.1 Where the procurement requirement is for supply of goods, the evaluation committee shall ascertain the technical quality of the goods by comparing the
minimum technical specifications of the goods in the RFP with the technical specifications of the goods proposed by the provider.

9.4.3.2 A financial comparison shall be conducted only for the bids that have provided satisfactory quality; in order to examine and compare the financial offers and to determine the most economically advantageous tender.

9.4.3.3 The financial comparison shall:
   a) determine the bid price;
   b) correct any arithmetic errors in the bid;
   c) apply any non-conditional discounts offered in the bid;
   d) determine whether financial bids are complete, costing any missing items and adding them to the original bid price;
   e) converting all bids to a single evaluation currency for purposes of bid comparison;
   f) determine the total evaluated bid price of each bid;
   g) award a financial score or rank bids in accordance with the evaluation methodology selected; and
   h) determine the most economically advantageous tender in accordance with the methodology and criteria in the RFP.

9.4.4 Clarification of bids

9.4.4.1 To assist in the examination, evaluation and comparison of the bids, the committee may, at its discretion, ask any Bidder for a clarification of its Bid, including breakdowns of unit rates or prices. Any clarification submitted by a bidder that is not in response to a request by RHSP shall not be considered.

9.4.4.2 Once bids are opened these shall be in the custody of the DFA, who shall hand them over to the evaluation committee on the first day of sitting.

9.4.4.3 The Committee’s request for clarification and the response shall be in writing. No change in the price or substance of the bid shall be sought, offered, or
permitted, except to confirm the correction of arithmetic errors discovered by the Committee in the evaluation of the bids.

9.4.5 If less than three bids are received or less than three of the submitted bids have been found to be responsive, the activity/item shall be re-tendered.

9.4.6 The secretary of the evaluation committee shall prepare an evaluation report, which shall be signed by all members of the evaluation committee. The evaluation report shall contain information relating to the solicitation process, details of invitation, information relating to bid receipt and opening, evaluation process including methodology, and recommendation for contract award (refer to appendix 8 for evaluation report templates).

9.5 Approval of Evaluation Report

9.5.1 The evaluation report shall be submitted to the CAP by the Procurement Manager for discussion and recommendation. Proceedings of the CAP regarding a particular procurement activity shall be communicated in writing to the Executive Director for approval. The Procurement Manager shall then proceed to implement.

A budget ceiling shall be provided to CAP to guide their deliberations.

9.6 Negotiations

9.6.1 Where needed, CAP may sanction negotiations on costs with vendor/s. Where negotiations have been recommended, the evaluation committee shall hold such negotiations with the most economically advantageous vendor.

9.6.2 Negotiations may relate to any or a combination of the following:

a) minor alteration of the technical details of the statement of requirements;
b) a change of quantities for budgetary reasons;
c) finalizing the payment arrangements;
d) agreeing final delivery or work schedules to accommodate any changes required by RHSP;
e) the proposed methodology or staffing;
f) inputs required from RHSP; and
g) clarifying details that were not apparent or could not be finalized at the time of bidding.
9.6.3 Negotiations shall not be conducted to:

a) substantially change the technical quality or details of the requirement, including the tasks or responsibilities of the bidder; or
b) substantially alter anything which formed a crucial or deciding factor in the evaluation of the vendor.

9.6.4 Where negotiations are not successful with the first ranked vendor, negotiations can be considered with the second best most economically advantageous bidder.

9.6.5 Approval of Negotiation Report
Upon conclusion of the negotiations, the evaluation committee shall prepare a negotiation report which shall be signed off by the respective members of the committee, and subsequently submitted to CAP.
10 Contract Award, Contracting and Contract Management

10.1 Contract Award

10.1.1 The Deputy Director Finance and Administration shall communicate the contract award to the successful vendor. Communication shall be in writing. The unsuccessful vendors shall also be notified in writing.

10.1.2 If an unsuccessful bidder wishes to ascertain the grounds on which their bid was not selected, they shall address their request to the Deputy Director Finance and Administration, who will provide written explanation. Any request for explanation from one bidder shall relate only to their respective bid; information about the bid of competitors will not be provided.

10.2 Contracting

10.2.1 RHSP shall not engage providers to commence supply of goods, provision of services or execution of works without a signed contract or Purchase order.

10.2.1.1 Contract documents shall be prepared for all services, works, suppliers who require pre-payment before delivery of goods and all suppliers of goods worth at least 50 million otherwise, Local Purchase Orders shall be prepared.

10.2.2 The Procurement Section shall within 3 working days after contract award prepare the contract document in consultation with the user and legal departments (see contract templates in appendix 9).

10.2.3 The contract document shall contain all the commercial terms and conditions and shall take into account the unique nature of the requirement.

10.2.4 The draft contract shall be sent to the provider for perusal and agreement prior to signature; and the provider shall be required to revert within 4 working days.

10.2.5 Once the contractual terms and conditions have been agreed upon, the contract shall be signed by RHSP’s authorized signatory (the Executive Director or
designee). Signing of the Purchase Orders shall be done by the Deputy Director Finance and Administration.

10.2.6 The following procedure shall be followed:

a) three (03) copies of the contract are prepared by the Procurement Section;
b) the contracts are sent to the supplier by the Procurement Section;
c) the supplier returns the signed contracts to the Procurement section;
d) The Procurement Section checks that the Supplier has signed in the correct manner and on the correct page/s and that the contract is dated correctly for the RHSP signature;
e) The Procurement Section arranges for the authorized signatory to sign on behalf of RHSP;
f) the supplier is sent their copy of the contract.
g) a copy of the contract is kept with the Procurement Section, and another copy kept with the Finance department.

10.3 Contract Management

10.3.1 For every contract that RHSP enters into with a provider, a contract manager shall be appointed to ensure that the execution of the contract is in accordance with the agreed terms.

10.3.2 The contract manager shall be selected by the Director Finance and Administration (DFA). The Procurement Section shall work with the contract manager to ensure successful execution of the contract.

10.3.3 The contract manager shall report to the DFA:
   a) any need for deviation from the terms and conditions of a contract;
   b) any need for alterations to the conditions of a contract.

10.3.4 A contract may be managed by a body or person external to RHSP, provided the relevant RHSP contract manager supervises the external contract manager.

10.3.5 The roles of the contract manager are:
   a) To ensure that-
i. the provider meets all performance or delivery obligations in accordance with the terms and conditions of a contract;
ii. the provider performs the contract in accordance with the terms and conditions specified in the contract and RHSP’s requirements.
iii. RHSP meets all payment and other obligations in accordance with the terms and conditions of the contract;
iv. there is adequate cost, quality and time control where appropriate;
v. there is compliance with the guidelines set out in this manual and best practices;
vi. all contract obligations are complete prior to closure of the contract file; and
vii. all contract management records are kept and archived as required;

b) to issue any required variations or change orders, in accordance with the terms and conditions of a contract after approval by the DFA;
c) to provide full details of a required contract amendment to the Procurement Section and to obtain the DFA’s approval prior to issue of any amendment;
d) to manage handover or acceptance procedures and/or verification of goods delivered or services provided or works executed;
e) to provide full details of any proposed termination of a contract to the DFA prior to termination; and
f) To submit reports to the DFA with a copy to the Procurement Section on the progress or completion of a contract as required.

10.3.6 Payment documentation relating to goods delivered, services provided or works executed under the contract, including a signoff by the contract manager, shall be prepared by the Procurement Section using a Payment Requisition
Form in appendix 11. The complete documentation shall then be forward to the Finance Department to effect payment.

10.4 **Verification of goods delivered, services provided or works executed**

10.4.1 All goods received shall be verified as soon as they are received. A Goods Received Note shall be prepared following verification.

10.4.2 Verification shall be carried out by a representative from the End User and a member of the Stores Section. Appropriate Verification Forms in appendix 10 shall be used and signed off by the stores section and end users.

10.4.3 Where the staff mentioned in sub-section 11.4.2 are not technically competent to conduct the verification, another member of staff with relevant technical skills shall conduct the verification as selected by Deputy Director Finance and Administration. If there is totally no technical staff internally, then RHSP shall seek external technical assistance from a competent authority or individual.

10.4.4 Verification for goods shall confirm the following:

i. the correct quantity has been supplied;
ii. the correct brand / product has been supplied;
iii. the goods are not damaged in any way; and
iv. the goods provided are of the correct quality/specifications.

v. the right timing as per contract/LPO
vi. the right shelf life as per contract/LPO

10.4.5 Verification for services shall confirm the following:

i. The service provided is to the same standard as prescribed in the Terms of Reference;
ii. All deliverables under the contract have been provided;

10.4.6 Verification for works executed shall be based on the regular monitoring reports prepared by the Supervisor of the works.

10.4.7 In line with subsection 11.4.4 (iv), the verifiers shall make an item-by-item commentary on the technical specifications of the products, indicating whether the products delivered have met the specifications earlier agreed upon between RHSP and the supplier. Where there is a shortage or other deficiency in the
10.4.8 In line with subsection 11.4.5, the End User representative who is responsible for monitoring the services of the provider shall certify in writing that the deliverables are of satisfactory quality and in accordance with the agreed Terms of Reference and contract terms and conditions. Where there is a deficiency in the service provided, the provider shall be informed in writing, and the Goods Received Note shall not be completed until the issue is resolved.

10.4.9 Verification shall cover 100 percent of the delivered products; and shall not be done on a sample basis.

10.4.10 Payment for goods delivered, services provided or works executed shall not be effected when the verification report is not completed/provided.
11 Exceptional Procurement Procedures

11.1 Emergency Situations

11.1.1 An emergency situation shall include circumstances which are, unforeseeable or a situation not caused by dilatory conduct where:

i. RHSP or its stakeholders and beneficiaries are seriously threatened by or actually confronted with a disaster, catastrophe, war or an act of God;
ii. life or the quality of life or environment may be seriously compromised;
iii. the conditions or quality of goods, equipment, or buildings may seriously deteriorate unless action is urgently and necessarily taken to maintain them in their actual value or usefulness; or
iv. an investment project is seriously delayed due to lack minor items.
v. Funding has been received late and/or needs to be utilized within a short period of time (less than 3 months)

11.1.2 Where an emergency situation occurs, the requester shall provide comprehensive written justification, stating reasons giving rise to the emergency situation.

11.1.3 An urgent situation arising out of inadequate planning or negligence by the End User shall not constitute reason for emergency. Penalties may be given to persons who cause emergencies as a result of inadequate planning or negligence.

11.1.4 Emergency procurements shall be authorized by at least two members of the Senior management committee. Guidance on procurement procedures will be given by the senior management team on a case-by-case basis.

As a result of the emergency some procurement procedures in this manual maybe waived as guided by SMT.
11.2 **Sole Sourcing and Direct contracting**

11.2.1 A sole source is where only one provider exists who is able to meet the requirements of the procurement, due to patents or a monopoly situation.

11.2.2 The Procurement Section shall confirm sole source status prior to any procurement engagement.

11.2.3 **Direct contracting** encompasses situations where vendor/supplier is selected without being subjected to competitive process. Such contracting shall only be approved by Senior management team in the context of the best interests of the program.

11.3 **Online Purchases**

11.3.1 Online purchases may be done in situations where it is deemed to give the best value for money or where items are not available on the local market. These purchases shall be done against a duly approved budget.

Where a need for online purchasing has been identified, the Procurement Manager in consultation with the Operation manager shall make a justification for online procurement to the Senior management team. Decision making will be guided by cost, payment modalities, freight or shipment, and taxation.

11.4 **Procurement by Third Party Providers**

11.4.1 Where the End User identifies needs that will best be handled by Third Party Providers, the End User shall provide justification to the Procurement Manager including cost, timeliness of the purchase, technical ability, items or services to be outsourced to Third Party Providers shall be of such a unique nature, that RHSP has no capability and expertise to manage the procurement process for such items internally.

11.4.2 Where a decision to outsource has been made by RHSP Management, the outsourcing contract shall be for a specified period as RHSP senior
management team shall determine and shall include explicit performance measures to be monitored.

11.4.3 The outsourcing contract shall allow RHSP to negotiate rates for specific services or products under the contract, before such services or products are supplied by the provider.
12 Record keeping

12.1.1 The Procurement Section shall be responsible for maintaining all procurement records of RHSP.

12.1.2 Procurement records maintained by RHSP shall contain the following information:

   a) a request to initiate procurement proceedings;
   b) a copy of the published advertisement or shortlist;
   c) a copy of Invitation To Bid and any amendments or clarifications;
   d) a copy of all bids evaluated or clarifications requested and responses received;
   e) the evaluation report;
   f) minutes of meetings on procurement, including pre-bid and negotiation meetings;
   g) a notification to the successful bidder and the unsuccessful bidders;
   h) all correspondences between RHSP and a bidder or potential bidder;
   i) a copy of the signed contract document/LPO, including any signed contract amendments;
   j) any variations or change orders issued under the contract;
   k) minutes of any meetings related to contracts management, including contract progress or review meetings;
   l) delivery documents evidencing delivery of supplies or completion certificates in relation to a contract for services or works under the contract;
   m) Verification report for goods delivered, services provided or works executed;
   n) a copy of all invoices for works, services or supplies including work papers verifying the accuracy of payments claimed and details of the actual payment authorized by a contract manager;
o) a copy of cumulative payment worksheets evidencing management of all payments made; and

p) a copy of any claims made by the contract manager on behalf of RHSP in respect of any warranty, non-warranty, short supply, damage and other claims upon the provider or upon RHSP.
13 Disposal of Assets

13.1 Compilation of list of items for Disposal

13.1.1 At least once a calendar year the Executive Director shall constitute an adhoc Asset Disposal Committee composed of three members i.e. a member from the Procurement Section, a representative of Management and any other suitable staff.

13.1.2 The Asset Disposal Committee shall be responsible for compiling a list of all the items that are obsolete, unusable/unserviceable, surplus stock or equipment or items that have exhausted their useful life or whose deemed continued use is not value for money for the program.

13.1.3 Assets to be disposed off shall be grouped in lots in a manner which attracts maximum possible competition.

13.1.4 In the case of pharmaceutical products, the Department of Clinical Services shall develop a management plan for consumption of stock that is due to expire.
in the next 6 months. Execution of the Plan shall be implemented by the Deputy Director Finance and Administration.

13.2 **Valuation of Assets**

13.2.1 During compilation of the items for disposal, the Asset Disposal Committee shall indicate the name of the asset, location, current state of the asset, and approximate present value of the asset.

13.2.2 The compiled list of items for disposal shall be approved by the Executive Director.

13.2.3 Prior to the disposal proceedings, a second independent, market-based valuation shall be obtained from an appropriate authority or provider in order to provide an indication of the present value of the asset.

13.2.4 The results of the valuation by the Asset Disposal Committee shall be confidential and shall not be disclosed to the independent valuer.

13.2.5 RHSP shall appoint an internal valuation committee to determine a reserve price for the asset. For some items an independent external person shall be invited to give their valuation.

13.3 **Methods of Disposal**

13.3.1 In disposing off assets, RHSP staff shall be given first priority to buy the assets.

13.3.2 Where the bids received from the staff are below the reserve price, or where the staff have not expressed any interest in purchasing the items, the items shall be sold by public bidding or auctioning. Where the bids received from the public are below the reserve price, the item shall be sold to the available highest bidder.

13.4 **Disposal Process by Sale to RHSP Staff**

13.4.1 The Asset Disposal Committee shall publish a non-public invitation notice on all RHSP notice boards, staff email and intranet. The notice shall indicate the
list of items for disposal and their respective location and condition. The notice shall indicate that the items shall be sold ‘as is, where is’.

13.4.2 The Asset Disposal Committee shall request for written sealed bids from interested staff.

13.4.3 The advertising period for Sale to Staff shall be five (5) working days.

13.4.4 A staff shall not be permitted to bid for more than one similar item.

13.4.5 A member of the Asset Disposal Committee shall not be permitted to participate in the disposal process as a bidder.

13.4.6 The sealed bids shall be deposited in the bid box at or before the deadline of submission determined by the Asset Disposal Committee. Late bids shall not be accepted.

13.4.7 The bids shall be opened by the Asset Disposal Committee, and details of the bidder, the items bid for and amounted quoted recorded. All bidders shall be invited to bid opening session.

13.4.8 Evaluation of bids shall be done by the Asset Disposal Committee; and shall be based on price only.

13.4.9 A post-bid negotiation shall not be permitted;

13.4.10 The Asset Disposal Committee shall make the award decision and communicate it to successful bidders.

13.4.11 Staff that will have been awarded shall pay for the items within a month of issuance of the award notice. Payment will be made by cash to the Finance Department or deposited in provided program Bank account and a receipt shall be issued as proof of payment upon confirmation of the remittance. If payment is not made within the prescribed time frame, the second best evaluated bidder shall be awarded unless his/her bid falls within the category described in clause 14.3.2 above, in which case the bid will be opened to the public.

13.4.12 Upon payment, the awarded staff shall collect the item from the RHSP premises within two (2) days at his/her own cost, on presentation of his/her receipt as proof of full payment.
13.5 Confidentiality

13.5.1 The Asset Disposal Committee shall maintain the highest level of confidentiality during the disposal process. Any information related to reserve prices, evaluation/comparison of bids and recommendations for award shall not be disclosed to bidders or any other person not officially concerned with the disposal process, until the disposal process has been completed.

13.5.2 Any efforts by a bidder to influence the Asset Disposal Committee’s processing of bids or award decision shall result in automatic rejection of his/her bid.

13.6 Other Methods of Disposal

13.6.1 The Asset Disposal Committee shall select other disposal methods as follows:

a) Public bidding or Auction – shall be used in line with subsection 14.3.2;

b) Donation - shall include free distribution of pharmaceutical products that are about to expire, especially where the intended beneficiary shall make further use of the product. For other items which have neither been bought by staff or the public, the items shall be donated as shall be agreed by management.

c) Destruction – this shall be done for potentially hazardous materials following applicable safety guidelines.

13.6.2 Records of disposal shall contain the following documents, where appropriate:

a) An appointment of the members of the Asset Disposal Committee,

b) a copy of an invitation notice;

c) Valuation reports by the Asset Disposal Committee and the independent valuer;

d) a record of the bid opening;

e) a copy of all bids evaluated;

f) the evaluation report;

g) minutes of meetings on the disposal;

h) records of receipts of payment and hand over certificates.

i) An Asset disposal report