



Public Procurement Regulatory Authority

**PUBLIC PROCUREMENT REGULATORY AUTHORITY  
(PPRA)**


**GUIDELINES FOR  
PARTICIPATION OF PUBLIC BODIES AS TENDERERS IN TENDERS ISSUED  
BY PUBLIC OR PRIVATE ENTITIES, 2025**

**MAY, 2025**

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**GUIDELINES FOR PARTICIPATION OF PUBLIC BODIES AS TENDERERS IN  
TENDERS ISSUED BY PUBLIC OR PRIVATE ENTITIES, 2025**

<b>Approved by</b> Board of Directors	<b>Title</b> Director General	<b>Signature</b> 	<b>Date</b> 7 <sup>th</sup> May, 2025
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## **ABBREVIATIONS AND ACRONYMS**

Cap	-	Chapter
G.N.	-	Government Notice
NeST	-	National Electronic Procurement System of Tanzania
PEs	-	Procuring Entities
PPRA	-	Public Procurement Regulatory Authority
PPA	-	Public Procurement Act
PPR	-	Public Procurement Regulations
TZS	-	Tanzania Shillings

## DOCUMENT VERSION CONTROL

<b>Name of the Document</b>	Guidelines for Participation of Public Bodies in Tenders Issued by Public or Private Entities
<b>Version</b>	Second Release, May, 2025
<b>Document Number</b>	PPRA/PSCD/PSS/25/07
<b>Responsibility</b>	Management, PE
<b>Developed by</b>	Management
<b>2<sup>nd</sup> Approval (First Issue)</b>	Board, May, 2025
<b>Applicability</b>	Tender Board, PMU and Management
<b>Purpose</b>	To guide public bodies who carry out their objectives or any functions as Tenderers.
<b>It is part of</b>	Public Procurement Guidelines
<b>Related Documents</b>	PPA, CAP 410, PPR, GN 518 of 2024,
<b>Distribution</b>	Board, Management, HPMU, AOs and PEs

	<b>PART I: INTRODUCTION</b>
<b>1. Background</b>	<p>1.1. Section 130 of the Public Procurement Act Cap 410 has mandated the Authority to issue guidelines for better carrying out its objectives or any functions under the Act.</p> <p>1.2. Pursuant to Regulation 113 of the Public Procurement Regulations, G.N. 518 of 2024, the public body may participate in tenders issued by other public or private entities for the purpose of executing works contracts or supplying goods or providing services. The public bodies may participate as tenderers in tender opportunities floated by other public bodies or a private entity.</p>
<b>2. Short Title</b>	The Guidelines may be cited as the Guidelines for Participation of Public Bodies as Tenderers in tenders issued by Public or Private Entities.
<b>3. Application</b>	<p>3.1. These Guidelines shall apply to all Public Bodies participating as Tenderers in tenders issued by Public or Private Entities.</p> <p>Where the interpretation of any provision of these Guidelines</p> <p>3.2 conveys meaning contrary to the Public Procurement Act and its Regulations, the provisions of such Act and its Regulations shall prevail, and its interpretation shall be final and conclusive.</p> <p>These Guidelines shall come into force from the date they are</p> <p>3.3 issued to the Public by the Authority.</p>
<b>4. Definitions</b>	<p>4.1. In these Guidelines, unless the context requires otherwise;-</p> <p><b>“Authority”</b> means the Public Procurement Regulatory Authority.</p> <p><b>“Procuring Entity”</b> means a public body and any other body, or unit established and mandated by government to carry out public functions;</p>



		<p><b>"Public body"</b> means any Ministry, Department or Agency of the Government; anybody corporate or statutory body or authority established by the Government; any company registered under the Companies Act being a company in which the Government or an agency of the Government, is in the position to influence the policy of the company; or any local government authority;</p> <p><b>"tenderer"</b> means any natural or legal person or group of such persons participating or intending to participate in a procurement proceeding with a view to submitting a tender in order to conclude a contract and includes a supplier, contractor, service provider or asset buyer;</p>
5. Purpose of the Guideline	5.1	<p><b>General Purpose</b></p> <p>To guide public bodies that carry out their objectives or any functions as Tenderers.</p>
	5.2	<p><b>Specific Purpose</b></p> <p>The specific purpose of these Guidelines is to:</p> <ul style="list-style-type: none"> <li>a) Provide procedures that govern the participation of public bodies in tenders as tenderers;</li> </ul>
		<ul style="list-style-type: none"> <li>b) Provide procedures for the acquisition of goods and services while participating as tenderers; and</li> <li>c) To ensure consistency in the application of procurement procedures and practices.</li> </ul>
6. Importance of the Guideline	6.1	<p>The use of these Guidelines will ensure uniformity in the procedures to be undertaken by public bodies when procuring goods, works, and services for the implementation of tenders floated by public bodies or private entities.</p>

<p><b>7. General Principles</b></p>	<p>7.1 While inviting tenders from other public bodies, PEs shall ensure that procurement is conducted in a manner that maximizes integrity, competition, accountability, economy, efficiency, transparency and achieves value for money.</p> <p>7.2. PEs must execute their duties while observing the highest degree of standards of equity while taking into consideration the following standards:</p> <ul style="list-style-type: none"> <li>b) equality of opportunity to all bidders, i.e. public bodies;</li> <li>c) fairness of treatment to all parties i.e. public bodies; and</li> <li>d) the need to obtain the best value for money in terms of price, quality, and delivery, having regard to prescribed specifications and criteria.</li> </ul> <p>7.3. When PEs decide to engage another public body as their tenderer, justifications for limiting such opportunities shall be provided and included in their procurement records.</p> <p>7.4. The recommendations of the procurement management unit and approval of such procedures from the Accounting Officer or the appropriate tender board must be obtained.</p>
	<p><b>PART II: PROCUREMENT PLANNING</b></p>
<p><b>8. Procurement Planning by PEs</b></p>	<p>8.1 PEs wishing to procure goods, works, and related services should ensure that all related procurable items in these undertakings have been included in their approved Annual Procurement Plans (APP) and such APP has been approved by the budget approving authority.</p> <p>8.2 Where the procurement requirement is not in the approved APP, a written approval of the accounting officer shall be sought before commencement of procurement in line with Regulation 79 (10) of the Public Procurement Regulations, 2024.</p> <p>8.3 Approval of the accounting officer shall be obtained either by inclusion of that procurement in the APP or by request as an individual item of procurement when not included in the APP.</p>

	<b>PART III: RESPONSIBILITIES OF PUBLIC BODIES OPERATING AS TENDERERS</b>
<b>9. Procurement Planning by Public Bodies participating as tenderers</b>	<p>9.1.All Public bodies participating as tenderers in opportunities floated by other public or private entities shall comply with the requirement to plan their expected procurement as provided in clause 8 of these Guidelines.</p> <p>9.2.All Public bodies participating as tenderers in opportunities floated by other public or private entities shall update their annual procurement plan to accommodate their expected procurement in case such procurement was not planned.</p> <p>9.3.A public body shall, in its annual procurement plan, identify goods or services to be procured directly from manufacturers, dealers, suppliers and service providers</p> <p>9.4.In addition to paragraphs 9.1 to 9.3 above, the Public Bodies shall ensure the following:</p> <ul style="list-style-type: none"> <li>(a) They identify items and services that falls within their expected contractual obligations prior to participation in the tenders floated by other PEs or private entities;</li> <li>(b) They obtain the shortlist of manufacturers, dealers, suppliers and service providers through framework agreements for the supply of such items and services required;</li> <li>(c) They obtain approval of the Accounting Officer or the tender board on the shortlist of manufacturers, dealers, suppliers and service providers obtained.</li> </ul>
<b>10. Price offer of the Public Body (tenderer) to PE</b>	<p>10.1. Public Bodies that participate as tenderers shall ensure the following during the preparation and submission of its price offer to the PEs:</p> <ul style="list-style-type: none"> <li>(a) It prepares a budget and schedule of requirements for each tender opportunity it is planning to participate;</li> <li>(b) It obtains approval from its accounting officer for the budget and schedule of requirements to tender and carry out its contracts.</li> </ul>

	<p>(c) It ensures the price they offer as a tenderer to PEs is based on the prevailing market rates.</p> <p>10.2. The budget and schedules of requirements (of a public body which participates as a tenderer) that constitute the offer to PEs shall obtain approval of the Accounting Officer before it is submitted in response to the invited tender.</p>
	<b>PART IV: PROCUREMENT BY PUBLIC BODIES</b>
<b>11. Procurement Procedures</b>	<p>11.1. Public bodies shall identify items and services that falls within their expected contractual obligations prior to participation in the tenders floated by other PEs or private entities;</p> <p>11.2. Public Bodies shall use the various methods of procurement provided in the Public Procurement Act and its Regulations to procure goods or services required in a tender awarded to it by other public bodies.</p> <p>11.3. During the implementation of a contract, Public body may obtain the price of goods or services to be provided from the list of approved requirements from shortlisted manufacturers, agents, suppliers and service providers;</p> <p>11.4. The Accounting Officer or the tender board shall approve purchasing various items from the list of requirements against the approved offer; and</p> <p>11.5. Public body shall sign a procurement contract with the suppliers, manufacturers, agents, and service providers to enable implementation of the contract with PEs.</p>

<b>12. Engagement of public bodies by PEs</b>	<p>12.1. Public entities may enter into contractual agreements with each other for the provision of goods, works and services by means of single source or direct contracting. For such procurement, the PEs must ensure that the rates being charged are competitive and offer value for money.</p> <p>12.2. Where it is clear that value for money will not be obtained, the PEs should revert to a competitive tender process among public bodies as stipulated in the Public Procurement Regulations.</p> <p>12.3. Procurement of goods, works and services by PEs among the qualified public bodies shall be conducted on competitive procedures and the methods and procedures shall be the same as those provided in the PPA and PPR.</p> <p>12.4. Where single source method is used to engage a public body, procedures outlined in the Public Procurement Regulations shall be observed.</p>
<b>13. Use of Framework agreements</b>	<p>13.1. Public Bodies participating in tenders as tenderers may enter into framework agreements with manufacturers, dealers, suppliers and service providers for the supply of frequently used items that fall under their expected contractual obligations.</p> <p>13.2. Such a public body shall obtain unit prices for each item falling under framework agreements while ensuring economy and efficiency.</p>
<b>14. Record Keeping by the public bodies</b>	<p>The accounting officer shall maintain all essential records of how the tender price was determined and used in the implementation of the contract for audit purposes by the Authority, the Controller and Auditor General, or any other entity with an interest in the proper use of public funds.</p>
<b>15. Review of the Guidelines</b>	<p>These Guidelines shall be reviewed after every three years or when need arises.</p>
<b>16. Repeal of Previous Guidelines</b>	<p>The Guidelines for participation of Public Bodies as tenderers in tenders issued by public or private entities Version No. PPRA/GL/SEC/02/2022 of February, 2022 is hereby repealed.</p>

