



**PUBLIC PROCUREMENT REGULATORY AUTHORITY
(PPRA)**

**GUIDELINES FOR PREPARATION AND SUBMISSION OF
RESPONSIVE TENDERS, 2026**

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TENDERS, 2026**

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LIST OF ABBREVIATIONS

ITT	-	Instructions to Tender
NeST	-	National e-Procurement System of Tanzania
PE	-	Public Procuring Entities
PPRA	-	Public Procurement Regulatory Authority
TDS	-	Tender Data Sheet

DOCUMENT VERSION CONTROL

Name of the Document	Guidelines for Preparation and Submission of Responsive Tenders, 2026
Version	1.0
Document Number	PPRA/PSCD/MPS/GUI/26/01
Nature of Document	External Guideline
Developed by	PPRA
Approved by	Board, January 2026
Applicability	Authority, Management, PE, Tenderers, Public, and other Stakeholders
Purpose	To guide Tenderers on the preparation and submission of responsive tenders.
It is part of	Public Procurement Guidelines
Related Documents	PPA, CAP 410, PPR, GN 518 of 2024
Official Repository	Office of the Director General
Distribution	Board, Management, PEs, Tenderers, and other Stakeholders

REVISION HISTORY

Revision Number	Revision Date	Section/Part	Revision Description

PART I: PRELIMINARY		
1.	Background	1.1 Pursuant to Section 130 of the Public Procurement Act, Cap 410, the Public Procurement Regulatory Authority (PPRA) is mandated to issue guidelines for better carrying out of the objectives or any functions under the Act. 1.2 Procuring Entities advertise tender opportunities to obtain effective competition from tenderers. This may be achieved if tenderers submit responsive tenders. 1.3 These guidelines serve as a guidance tool for preparing and submitting a responsive tender through the System.
2.	Short Title	2.1 These guidelines shall be cited as the Guidelines for Preparation and Submission of Responsive Tenders, 2026.
3.	Application of the Guidelines	3.1 These Guidelines shall apply to all Tenderers participating or intending to participate in public procurement. 3.2 Where the interpretation of any provision of these Guidelines conveys a meaning contrary to the Public Procurement Act and its Regulations, the provisions of the Act and its Regulations shall prevail, and its interpretation shall be final and conclusive. 3.3 These Guidelines shall come into force from the date they are issued to the public by the Authority.
4.	Interpretation of terms	Tender Security-Tender Security is a financial guarantee provided by the Tenderer to assure the Procuring Entity that the Tenderer will not withdraw or modify the tender during the validity period. It protects the Procuring Entity against losses arising from the Tenderer's non-compliance. Tender Document – means a written or electronic document or request for proposal inviting tenderers to participate in procuring or disposal by tender

		proceeding, and includes a document inviting potential tenderers for pre-qualification; Tenderer - any natural or legal person or group of such persons participating or intending to participate in procurement proceedings with a view to submitting a tender in order to conclude a contract, and includes a supplier, contractor, service provider, or asset buyer; A substantially responsive tender is one that conforms to all the terms, conditions, and specifications set forth in the Tender Document without material deviation, reservation, or omission. Tender Securing Declaration- A declaration committing the Tenderer to avoid withdrawal or refusal to sign the contract upon award, and it carries the same binding effect as a Tender Security. Tender Validity Period - The tender validity period is the specific time frame, stated in the Tender Document, during which the Tenderer agrees not to withdraw or alter the submitted offer. The Act – Public Procurement Act, 2023. Regulation – Public Procurement Regulation, 2024. The System – National Electronic Procurement of Tanzania (NeST).
5.	Purpose of these Guidelines	5.1 The purpose of these guidelines is to guide Tenderers on the preparation and submission of a responsive tender, subject to the requirements of the tendering document.
PART II: GENERAL PROVISIONS		
6.	Registration of Tenderers	All economic operators registered and legally licensed to conduct business by the relevant

		Authorities are eligible to participate in public procurement, subject to registration with the National Electronic Procurement System (NeST), as provided in the guidelines for the use of the National Electronic Procurement System of Tanzania in Public Procurement and Supply Management, 2025.
7.	Participation of Tenderers in Public Procurement	7.1 Tenderers are permitted to participate in public procurement proceedings of goods, works, services, and disposal of assets without regard to nationality, except in cases where a Procuring entity decides, on grounds specified in the Procurement legislation or according to the provisions of any written law, to limit participation in Nationality. 7.2 An eligible tenderer shall submit to the procuring entity evidence of their professional and technical eligibility, professional and technical capacity, and adequacy of financial resources, equipment and other facilities, capacity of supervision, integrity, experience and reputation, and adequacy of personnel to implement the contract effectively. 7.3 Where, as a result of procurement proceedings, a foreign tenderer is selected as the lowest evaluated tenderer, such tenderer shall be required, in addition to the conditions for registration in the relevant professional body, to comply with post-qualification Criteria 7.4 A foreign tenderer shall, before signing a procurement contract, be registered or submit evidence of possession of qualifications to be registered with the relevant professional body in Tanzania 7.5 In order to access Public Tenders, Tenderers are required to possess relevant qualifications and register themselves with the Public

		Electronic Procurement system. Tenderers are required to update their qualifications and registration status in the electronic public procurement system.
8.	Determination of the lowest evaluated Tender	8.1 Tenderers are required to understand that the lowest tender price announced or recorded during the tender opening stage does not necessarily represent the lowest evaluated tenderer. The evaluation process goes beyond the initial price comparison and involves a comprehensive assessment of both technical and financial aspects of each tender. 8.2 The determination of the lowest evaluated tenderer is based on the following; - the tender price, subject to any margin of preference applied; - the cost of operating, maintaining, and repairing the goods or works, the time for delivery of the goods, completion of works or provision of the services, the functional characteristics of the goods or works, the terms of payment and guarantees in respect of the goods, works or services.
PART III: PREPARATION OF RESPONSIVE TENDERS		
9.	Preparation of Responsive Tenders	9.1 Tenderers shall prepare and respond to tender invitations as well as all correspondence and documents relating to the Tender in the required language by tender. 9.2 Tenderer shall furnish supporting documents and printed literature in another language, provided that they are accompanied by an accurate translation of the relevant passages in the Language of the Tender, in which case, for purposes of interpretation of the Tender, the translation shall govern.

10.	Understanding of the Tender Document	10.1 Tenderers are required to read and understand every section of the Tender Document in order to prepare a substantially responsive tender. 10.2 Tenderer's tender shall be considered as a substantially responsive tender when it has properly addressed all commercial terms, technical, and financial requirements, and it has aligned with the criteria provided by the procuring entity in the tender document.
11.	Substantial Responsiveness to Commercial Terms and Conditions of Tender Document.	11.1 For Tenderers to be substantially responsive to the requirements of the commercial terms and conditions of the tender document, the Tenderer shall ensure full compliance with the following aspects of the tender:- a. proper signing of the tender form and price schedules in their format by the authorised person; b. full compliance with the eligibility requirements of the tender; c. Proper Submission of the required tender security as specified in the tender documents; d. Compliance to requirement of the tender validity period; e. Ability to meet and satisfy the critical delivery schedule or work schedule clearly specified in the tender documents, where such schedule is a crucial condition with which tenderers must comply; f. Comply with the requirement of minimum experience criteria as specified in the tender documents; g. Comply with the conditional tenders, such as conditions in a tender which limit the tenderer's responsibility to accept an award; h. Ability to accept the price adjustment formula of the tender documents; i. Comply with the requirement of fixed price tenders when the same is invited;

		j. Comply with the requirement of subcontracting as stipulated in the tender document; and k. Complete submission of major supporting documents to determine the substantial responsiveness of a tender as stipulated in the tender document; 11.2 Any deviation from the requirement of the commercial terms and conditions of tender shall amount to rejection of the tender.
12.	Technical and financial requirements of the tender	12.1 For Tenderers to be substantially responsive to the requirements of the technical aspect of the tender document, the tenderer shall ensure full compliance with the following aspects of the tender: a. To Tender to the required scope of work as instructed in the tender document; b. To quote for all items in the package; c. To offer appropriate equipment, proper plant capacity, and capable equipment to perform the basic functions for which it is intended, as specified in the tender document; d. To prepare and present realistic and adequate implementation plans and schedules regarding the performance of service or technical requirements; e. To propose sufficient and competent staff with the required professional qualifications and specific experiences; f. Tenderer should ensure that the unit rates submitted are realistic and align with the technical requirement to avoid the low or high prices that lead to disqualification under abnormal pricing

		12.2 Any non-conformity to the technical requirement shall amount to the rejection of the tender.
13.	Qualification of tenderers for the award of Public Procurement Contract	13.1 Tenderers shall possess specific technical requirements/professional qualifications, experience, physical, human, and financial resources as required by the Tender itself, as stipulated in the tendering documents, in order to pass all evaluation criteria outlined in the tendering document; 13.2 Procuring Entity shall award the Contract to the tenderer with the lowest evaluated tender price in case of goods, works or services, or the highest evaluated tender price in case of revenue collection, but not necessarily the lowest or highest submitted price, subject to any margin of preference applied; or 13.3 Where the procuring entity has stipulated in the tender documents, the lowest or highest evaluated tender shall be ascertained based on criteria specified in the tender documents, which criteria shall, to the extent practicable, be objective and quantifiable, and given a relative weight in the evaluation procedure or expressed in monetary terms;
14.	Tender Security / Tender Securing Declaration	14.1 Tenderers are required to understand the requirements and correct procedures for submitting Tender Security or Tender Securing Declaration to ensure their tenders are substantially responsive and not disqualified during the preliminary evaluation stage; 14.2 Tenderers must ensure that submission of Tender Security or Tender Securing Declaration is done strictly in accordance with the instructions provided in the Tender Document. The requirement for submission includes;

		i. Correct Format, Tenderers shall use the standard format provided in the Section IX- Contract Forms of the Tender Document. Tenderer must ensure that Tender Security or Tender Securing Declaration is duly signed, stamped, and valid for the tender validity period plus the additional days required (usually 28 days beyond the tender validity) ii. Accurate Amount and Currency, Tenderer must ensure that the amount of the Tender Security matches exactly what is indicated in the TDS. iii. Validity Period, Tenderer must ensure that the validity of the Tender Security covers the entire tender validity period as stated in the TDS, where expired or short-validity securities are non-compliant and will lead to disqualification. iv. Consistency of Details, Tenderer must ensure that the name of the Tenderer, tender number, and tender title on the security document must match exactly with the details in the tender submission form. 14.3 For a Tender to submit a responsive tender, Tenderers must carefully prepare and submit a valid Tender Security or Tender Securing Declaration in accordance with the Tender Document instructions. Proper compliance not only ensures eligibility but also enhances the Tenderer's credibility and chances of progressing to the technical and financial evaluation stages.
15.	Tender Validity Period	15.1 Tenderers must understand that a tender that expires before the completion of evaluation and award becomes invalid and non-responsive;

		15.2 Tenderers must also understand that a valid tender assures the procuring entity that the tenderer is committed to honouring the offer during the entire evaluation and award process; 15.3 Failure to maintain a valid offer during the required period may lead to automatic disqualification; 15.4 Tenderers must understand that the tender validity period is clearly specified in the Instructions to Tenderers (ITT) section of the Tender Document; 15.5 Tenderers are required, when submitting a tender through NeST, to confirm and acknowledge the validity period before final submission. 15.6 Tenderers should ensure that the validity period indicated in their submission matches the one specified in the Tender Document. In some cases, if evaluation or approval takes longer than expected, the procuring entity may request an extension of the tender validity period. Tenderers should understand that; 15.7 Failure to respond or refusal to extend may cause the tender to lapse and disqualify the Tenderer from further consideration. 15.8 If tender security is required, it must also be extended accordingly to remain valid for the new tender validity period.
16.	Compliance with Ethical Standards and Conduct	16.1 Tenderers participating in public procurement are required to observe the highest standards of ethics and integrity throughout the tendering process. Compliance with ethical standards ensures fairness, transparency, accountability, and value for money in public procurement and contributes to the submission of a substantially responsive tender. Key ethical standards required from Tenderers include: -

		a. Honesty and Integrity - Tenderers must submit accurate and truthful information in all documents and declarations. Any falsification, misrepresentation, or concealment of facts is considered unethical and may result in disqualification or debarment. b. Fair Competition - Tenderers shall compete fairly without engaging in collusion, price fixing, or arrangements that distort fair competition. Collaboration among tenderers for non-competitive purposes is prohibited under the Act. c. Confidentiality - Tenderers must respect the confidentiality of procurement information. Unauthorised access, disclosure, or use of confidential data is prohibited and may be subject to penalties. d. Conflict of Interest - Tenderers must declare any actual or potential conflict of interest that may affect impartiality in the procurement process. This includes relationships with procuring entity staff, consultants, or other tenderers that could compromise fairness e. Ethical Declarations - Tenderers must declare ethical and professional standards through declaration forms provided in the Tender Document.
17.	Compliance with the environmental issue, social aspects, and sustainability.	17.1 The Tenderer shall demonstrate compliance with applicable environmental, social, and sustainability requirements specified in the Tender Document; 17.2 Depending on the requirement of the Tender Document, Tenderer shall ensure full compliance with the following aspects: a. The Tenderer shall submit an Environmental Management Plan (EMP) proportionate to the scope and risks of the assignment in the respective tender in compliance with all

		applicable environmental laws and standards; b. Where applicable, Tenderer shall describe measures for efficient use of energy, water, and raw materials, and propose the use of environmentally friendly, or eco-labelled materials; c. Tenderer shall submit an Occupational Health and Safety Plan appropriate to the requirements of the Tender Document; d. Tenderer shall demonstrate commitment to prevent Sexual Exploitation and Abuse (SEA) and Sexual Harassment (SH); e. Tenderer shall comply with applicable labour laws and standards, including prohibiting child labour and forced labour, ensuring non-discrimination and equal opportunity, and providing fair wages and lawful working hours; f. Where required, the Tenderer shall provide capacity building and skills transfer initiatives; g. Tenderer shall indicate the extent of local staff or local firm inclusion in its tender and source of materials, preferably locally produced goods and services; 17.3 The successful Tenderer shall implement all environmental, social, and sustainability commitments throughout the contract period.
18.	Request Clarification for	18.1 Tenderers are encouraged to request clarifications from the Procuring Entity (PE) whenever they find any part of the Tender Document unclear, ambiguous, or inconsistent; 18.2 The purpose of seeking clarification is to enable the tenderer to fully understand the tender requirements and submit a responsive and compliant tender in accordance with the instructions and

		evaluation criteria provided in the Tender Document; 18.3 Tenderers are required to request clarification of the tender documents from the procuring entity through the System at least three (3) days for competitive tendering methods and two (2) days in the case of non-competitive tendering methods before tender submission; 18.4 Clarification requested by the tenderer shall be responded to by the procuring entity within two working days after receiving the request for clarification, and communicate in writing to all tenderers to which the procuring entity has provided the tender documents without identifying the source of the request to enable the tenderers to take into account the clarification received in the preparation of their tenders; 18.5 All tenderers shall be notified by PE(s) through the system of clarification made on the published tender document.
19.	Modification of tender	19.1 Tenderers shall, at any time before the deadline for submission of tenders, for any reason, whether on their initiatives or as a result of a clarification by PE, modify submitted tenders without forfeiture of their tender securities.
20.	Withdrawal of Tender	20.1 Tenderer may, at any time before the deadline for submission of tenders, and in case tenderers are no longer interested in participating in a particular tender, tenderers shall withdraw their tender; 20.2 Upon Tenderer's withdrawal, Tenderer shall not be eligible to participate in the same tender regardless of any circumstances; 20.3 In case the Tenderer has withdrawn its tender before the deadline for submission of tenders, its tender security shall not be

		forfeited unless specified otherwise in the tender document; 20.4 The Tenderer's tender security shall be forfeited upon withdrawal or modification of its tenders after the deadline for submission of tenders and within the tender validity period.
21.	Communication	21.1 Tenderers shall ensure that all communication relating to a particular tender with the Procuring entities is made in writing through the electronic public procurement system.
22.	Repeal of Guidelines	These Guidelines repeal and replace the following Guidelines: - i. Guidelines for Preparing Responsive Proposals for Consultancy Services Lump-sum Contracts of 2014; ii. Guidelines for Preparing Responsive Proposals for Consultancy Services: Complex Time-Based Contracts of 2014; and iii. Guidelines for Preparing Responsive Proposals for Consultancy Services: Simple Time-Based Contracts of 2014.
23.	Review Amendment Guidelines and of	These Guidelines shall be reviewed every three years or may be amended anytime when the need arises.