

MODULE 6 | PURCHASING, TENDERS, SUPPLIERS AND CONTRACTS

Writing Specifications and Tender Documents

Practical hospital governance in Punjab, Pakistan

State exactly what the hospital needs.
Give every bidder the same clear requirements.

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Prepare a tender that can be fairly evaluated and delivered

For the Medical Superintendent (MS): turn a clinical or service need into clear, lawful and testable purchasing requirements.

- Describe the need without favouring a supplier.
- Define quantities, quality and acceptance checks.
- Align the tender, evaluation criteria and contract.
- Publish the complete documents and handle changes fairly.

OFFICIAL SOURCE

A principle tied to a named law, rule or official manual.

WORKING METHOD

A practical control or teaching format to adapt to the authorised system.

TEACHING CASE

An invented hospital example. Amounts are for learning, not spending authority.

Study output

A checked tender pack, a specification sheet and an acceptance checklist.

Module 6 | Presentation 2 of 6. Allow 45-60 minutes with exercises. All explanations are on the pages; check the cited sources before live use.

Start with the service the hospital must provide

A tender is the hospital's invitation to compete. The specification explains what will be purchased.

- | | | |
|---|---------------------------|---|
| 1 | State the need | Which patients, department or service will use the purchase? |
| 2 | Define the result | What must the goods, service or work achieve? |
| 3 | Check the setting | What staff, space, utilities, storage and supporting equipment are available? |
| 4 | Write the evidence | What documents or tests will show that the requirement has been met? |

Working method: write the need before comparing supplier catalogues. Lecture 13 covers planning, funding and prior approval.

WORKING METHOD | Illustrative material is identified in the text.

Use the right people to develop the requirement

Working allocation of tasks. Use the institution's valid committee orders and approval arrangements.

Contributor	Main contribution	Record to retain
Clinical / user team	Required function, workload and safety needs.	A reason for each essential requirement.
Technical / estates team	Compatibility, site readiness, installation and testing.	Technical assessment and acceptance method.
Procurement / finance	Competition, tender terms, price comparison and funding.	Checked document and calculation method.
Competent authority	Required approval within lawful powers.	Dated approval of the final version.

A supplier may provide market information. The hospital must remain responsible for the final specification and the reasons for it.

WORKING METHOD | Illustrative material is identified in the text.

Create one short requirement record

Use this record to prevent an unclear request from becoming an unclear tender.

01 Purpose

Service need, location and intended users.

02 Quantity

Supported demand, stock and period of use.

03 Function

Essential performance and capacity.

04 Quality

Relevant standards and evidence required.

05 Delivery

Destination, timing and site conditions.

06 Acceptance

Who checks what, using which test?

Working method: the same requirement should appear consistently in the specification, price schedule and draft contract.

WORKING METHOD | Illustrative material is identified in the text.

Describe the function without favouring a brand

Punjab Procurement Rules 2014, rule 10: specifications should allow the widest competition and should not favour one contractor.

Write measurable requirements

- Describe the intended use, performance, capacity, materials, safety features and relevant interfaces.
- Use a range or minimum only when the service need supports it. Keep the written reason for a restriction.

Remove unsupported restrictions

- Do not copy a catalogue's distinctive dimensions, accessories or marketing language without a clinical or technical reason.
- Do not assume a familiar brand, supplier or country is the only way to meet the need. Check equivalent solutions.

Generic means describing the item by its function and characteristics, rather than by a commercial identity.

Sources: **F8**: r. 10(1)-(2)

Use a brand reference only within the rule's stated condition

Rule 10(2) does not make a brand-led specification acceptable merely by adding two words at the end.

The stated condition

- The agency must be satisfied that the reference is essential to complete a specification that would otherwise be incomplete.
- If that condition is met, the brand or catalogue reference must be qualified by "or equivalent".

The practical record

- Record why the reference is necessary and explain the required performance or compatibility.
- State how an equivalent will be assessed. Do not add hidden features during evaluation to exclude a competing product.

Existing equipment may create a real compatibility need. Document that need; do not use it as an unexplained supplier preference.

Sources: **F8**: r. 10(1)-(2); rr. 31-32

Separate essential requirements from desirable features

The tender must tell bidders how each requirement affects the decision.

Type	Meaning	How to write it
Essential requirement	The purchase cannot meet the stated need without it.	State the requirement, proof and pass/fail treatment.
Evaluated feature	A feature affects comparison under the selected lawful method.	Publish its weight or financial adjustment and method.
Optional item	An extra item may be offered under stated conditions.	Explain pricing, comparison and whether it will be ordered.
Unneeded feature	It adds no supported value to this purchase.	Remove it from the requirement.

A preference in an officer's mind is not an evaluation criterion. Lecture 15 explains bid evaluation in detail.

Sources: **F8**: r. 25(2)(j); rr. 31-32

Make quantities and units impossible to confuse

Working example: a box, a pack and an individual item are different units.

Element	State clearly	Why it matters
Unit of purchase	Piece, vial, pack, set, machine, month or other defined unit.	Every bidder prices the same quantity.
Pack contents	Number of individual items in each pack or set.	A cheap pack may contain fewer items.
Quantity	Total units and the permitted lot or item structure.	Comparison and ordering use the same basis.
Price schedule	Unit price, quantity, total and treatment of applicable taxes.	A correct multiplication still needs a common basis.

Teaching check: 40 packs containing 25 pieces each equal 1,000 pieces. State whether bids are priced per pack or per piece.

WORKING METHOD | Illustrative material is identified in the text.

Define quality for medical supplies

Working checklist. Select the requirements appropriate to the actual product and its applicable law.

01 Identity

Product, strength, size, material and intended use.

02 Legal status

Applicable licence, registration or other lawful evidence.

03 Traceability

Batch, lot, manufacturer and expiry details where relevant.

04 Remaining life

Justified shelf-life requirement at the stated delivery point.

05 Handling

Transport, temperature, packaging and storage conditions.

06 Inspection

Documents, sampling and tests required for acceptance.

There is no single shelf-life percentage or document list taught here for every medical product. State and justify the product-specific requirement.

Decide the acceptance test before inviting bids

Acceptance means the hospital has checked that delivery meets the agreed requirements.

Write the test

- For each essential feature, state the inspection, document, demonstration or test needed and the acceptance result.
- Identify who will inspect, where testing will occur, and any permitted retest or rejection process.

Write the evidence

- Use a checklist linked to the specification. Record results, serial or batch details where relevant, and signatures.
- Explain any samples needed during bidding and their assessment. Do not invent a new test after seeing the offers.

Distinguish bid-stage assessment from delivery-stage inspection. Passing one does not establish that the other has occurred.

Sources: **F8**: r. 25(2)(f), (j), (l); rr. 31-32

Use a specification that fits the type of purchase

The document must describe what will actually be delivered.

Purchase	Core description	Evidence to plan
Goods	Item, quantity, features, delivery, installation and warranty.	Inspection, testing and receipt record.
Non-consultancy service	Tasks, outputs, frequency, coverage and service standards.	Service log and measured results.
Works	Approved design, quantities, site conditions and completion requirements.	Technical measurements and certification.
Consultancy	Purpose, scope, deliverables, expertise and assignment schedule.	Required reports and review criteria.

Punjab PPRA publishes separate standard documents for these categories. Select the applicable document and procurement procedure.

Sources: **F8**: r. 25 | **T1**: official document index

Turn a vague equipment request into a testable one

Invented example: a department asks for "a high-quality patient monitor with all accessories".

Clarify the use	Identify the patient group, intended observations, care area and expected workload.
State the functions	List the required parameters, alarm functions and interfaces, supported by clinical need.
Complete the package	Name the required probes, cables, mounts, consumables, installation and staff training.
Plan acceptance	List the checks that the authorised clinical and technical team will perform.
Plan support	State warranty coverage, service response, parts support and evidence of training.

This is a drafting example, not a clinical equipment standard. The responsible specialists must set and justify the actual technical requirements.

Write maintenance as a measurable service

Invented example: a proposed maintenance contract says only "keep the equipment working".

Define the equipment	Attach the asset list, locations and condition record. Identify excluded or separately priced items.
Define the work	State planned visits, safety checks, calibration and corrective maintenance as applicable.
Define response	State the justified response and repair targets, how time is measured, and reporting requirements.
Define the price	Separate included labour, travel, parts and consumables from properly defined exclusions.
Define proof	Require service reports and agreed tests. Link payment and remedies to the actual contract terms.

Do not promise universal repair times or penalties. The tender must contain the actual service terms and measurement method.

Compare the full cost using a method stated in advance

The purchase price may be only one part of the cost of owning or using an item.

Costs to consider

- Installation, site work, consumables, licences, training, utilities, maintenance and disposal may affect affordability.
- Identify which costs belong in the bid comparison and which remain the hospital's separate responsibility.

Keep comparison reproducible

- If running costs affect evaluation, state the calculation period, assumed use, quantities and conversion method in the tender.
- Use the same stated assumptions for all bids. Do not add a new cost factor after bids are submitted.

Lifecycle cost means cost over the stated period of use. A clear, published calculation is necessary if it affects the award.

Sources: **F8**: r. 4; r. 25(2)(j); rr. 31-32

Use the proper standard document and complete its linked parts

Rule 25 requires precise bidding documents and use of standard documents when notified under the regulations.

Part	What to complete	Consistency check
Instructions / data	Procedure, dates, submission route, validity and securities.	Agrees with the published invitation.
Requirements	Specifications, quantities, delivery and standards.	Agrees with the price schedule and tests.
Qualification / evaluation	Evidence, criteria and comparison method.	No additional unpublished condition.
Draft contract	Terms, responsibilities, payment, remedies and required forms.	Matches what bidders are being asked to price.

SBD means Standard Bidding Document. Do not copy a federal or another province's document without establishing its applicability.

Sources: **F8**: r. 25(1)-(6) | **T1**: official document index

Ask for supplier evidence that is relevant to this purchase

Qualification asks whether the bidder has the ability and legal standing required for the contract.

Connect evidence to the risk

- Specify relevant capacity, experience, personnel, equipment or financial evidence where needed.
- For regulated goods or activities, identify the applicable legal requirement and the evidence that establishes compliance.

Avoid unsupported barriers

- Do not use arbitrary experience, turnover, location or brand-approval conditions simply because an old tender used them.
- Record why a restrictive condition is necessary. Apply the issued criteria consistently to all bidders.

Detailed qualification, verification and supplier checks are covered in Lectures 15 and 16. Do not treat a tender template as proof that every copied condition is lawful.

Sources: **F8**: rr. 4, 16-18, 34; r. 25(2)(i)

State how lots and items will be awarded

A lot is a defined group of items offered and evaluated under the stated tender structure.

Tell bidders the structure

- State whether offers may be made for individual items, defined lots or the whole package.
- Explain required coverage, permitted combinations and how any allowed discounts will affect comparison.

Check the reason

- A package may need technical integration or common responsibility; separate items may attract different capable suppliers.
- Record the reason for the chosen structure. Keep it consistent with the approved plan and rule 9 on splitting or regrouping.

A committee cannot decide after opening that a whole-lot tender will instead be awarded item by item unless the issued terms lawfully allowed it.

Sources: **F8**: r. 9; r. 25(2); rr. 31-32

Make the price form answer the same questions for every bidder

Working checklist for the project-specific price schedule.

Question	What the form should state	Problem it prevents
What is priced?	Exact item, unit, quantity and package contents.	Prices for different quantities.
What is included?	Delivery, installation, testing, training and accessories.	An apparently low price with essential extras omitted.
How are taxes treated?	Required disclosure and comparison basis under the applicable law.	Inconsistent tax-inclusive and tax-exclusive totals.
How are options treated?	Separate prices and the issued evaluation treatment.	Optional prices quietly changing the ranking.

The tax treatment must be checked for the actual transaction. A teaching template is not a tax ruling.

Write contract terms that the hospital can administer

Working checklist. Complete the terms in the applicable standard document before inviting bids.

01 Deliverables

Exactly what must be supplied or completed.

02 Timing

Delivery dates, milestones and destinations.

03 Acceptance

Inspection, tests and rejection process.

04 Payment

Claim documents, milestones and due conditions.

05 Support

Warranty, maintenance and responsibility for defects.

06 Remedies

Lawful treatment of delay, failure and disputes.

Lecture 17 covers contract management. A tender should not leave the main commercial terms to an informal discussion after award.

Set bid security and validity correctly

Rules stated from the official compilation amended through 24 September 2025. Recheck later amendments before issuing a live tender.

Bid security: rule 27

- The agency may require security up to 5% of its estimated procurement price. This is a ceiling, not a compulsory 5% rate.
- The estimate is prepared before the procurement process. State the required amount and acceptable format clearly.

Bid validity: rule 28

- State how long the bid remains valid. Allow a realistic period for evaluation and the prescribed approval process.
- An extension needs the approvals and conditions in rule 28. It is not an informal change agreed with one bidder.

Do not confuse bid security with performance security. Do not calculate the rule 27 ceiling from the bidder's offered price.

Sources: **F8**: rr. 27-28

Use the current advertising requirements

Rule 12 in the compilation amended through 24 September 2025. These are advertising thresholds, not personal spending powers.

Procurement value	Published rule	Apply carefully
More than PKR 500,000	Advertise on the Punjab PPRA website, subject to the rules' applicable exceptions.	Check the lawful procurement method first.
More than PKR 5 million	Also advertise on the agency website, if any, and in at least two national daily newspapers of wide circulation.	One newspaper must be in English and one in Urdu.
Every relevant notice	Posted information must be complete and remain available until bid closing.	Retain publication evidence and check accessible attachments.

The higher-value requirement is subject to rule 13. Any exception must meet its actual legal conditions; approval of a tender does not create an exemption.

Sources: F8: rr. 12-13

Calculate response time from the correct publication event

Rule 14 as amended on 24 September 2025 changed the reference point for the response-time calculation.

Minimum time

- National competitive bidding: at least 15 days. International competitive bidding: at least 30 days.
- Allow more time when complexity needs it. The emergency provision must only be used where its legal conditions apply.

Start of the period

- Calculate from publication on the Punjab PPRA website under rule 14(3).
- A newspaper notice must state the PPRA website URL and that the response time runs exclusively from that website publication.

Record the actual website publication date. Do not substitute the date the hospital signed or emailed its advertisement.

Sources: **F8**: r. 14

Upload the complete tender when the advertisement is uploaded

Rule 25 requires a complete and usable invitation, not a notice promising that the documents will appear later.

What must be available

- Upload the complete bidding documents to the Authority's website at the time of uploading the tender advertisement.
- Check every attachment: specification, price schedule, criteria, forms and draft contract.

Access and participation

- Rule 25(7) provides for the bidder to download the documents and participate without a cost or fee.
- Do not copy an old document-sale fee. A valid Authority-fixed registration fee under rule 3A(3), or bid security, is a separate question.

A missing schedule can change what a bidder understood. Keep the approved version and evidence of exactly what was published.

Sources: **F8**: r. 25(1), (7); r. 3A(3)

Make the submission instructions match the authorised system

Rule 3A requires the agency to follow Authority directions on e-procurement. Rule 24 requires a clear submission method.

State the route clearly

- Use the current Punjab electronic-procurement directions and the live tender's authorised submission arrangement.
- Check portal references, closing time, required electronic forms and any specifically required original security document.

Control access and actions

- The 26 February 2026 PPRA circular addresses PIN authentication, password and PIN security, and critical EPADS actions.
- Working control: check the tender reference and approval before cancellation. The circular says requests to restore cancelled tenders will not be entertained.

Do not assume that an ordinary email is a valid bid submission or that a portal action cures an incorrect tender document.

Sources: **F8**: rr. 3A, 24 | **T2**: circular dated 26 February 2026

Give clarifications and essential changes equally to all bidders

An addendum is a formal change to the issued tender documents. Keep a clear version record.

Questions and answers

- Receive queries through the stated channel. Give necessary bidding or evaluation information promptly and on an equal-opportunity basis.
- Working control: record pre-bid questions, answers and meeting minutes. A private assurance is not a tender amendment.

Essential changes

- Rule 25(4) requires essential changes in the procurement process to be made in a manner similar to the original advertisement.
- If the submission deadline is extended in the public interest, record reasons and follow rule 29 publication requirements.

Check that bidders have sufficient time to act on the revised documents. Lecture 15 explains why evaluation cannot introduce hidden requirements.

Sources: **F8**: r. 25(3)-(4); r. 29

Review the entire pack before publication

Working release checklist. One inconsistent number can undermine an otherwise careful tender.

01 Approval

Correct prior authority and approved final version.

02 Consistency

Same item, quantity and terms in every section.

03 Competition

Every restriction has a defensible reason.

04 Evaluation

Complete criteria, evidence and calculation method.

05 Access

All required documents are ready for publication.

06 Dates

Correct response period, closing and opening details.

Rule 30(1) requires opening on the closing date, at least 30 minutes after the bid-submission deadline. Check the live authorised procedure.

Sources: **F8**: rr. 10-11, 14, 25, 30(1)

Three tender problems to resolve

Write your answer and the reason before turning to the next page.

Case 1 | Hidden preference

The specification says "or equivalent", but the team plans to reject every brand except its usual brand. Is the wording sufficient?

Identify the legal and drafting problem.

Case 2 | Missing attachment

The invitation is published today. The team intends to upload the evaluation criteria next week. Can it proceed on that basis?

Explain the required correction.

Case 3 | Wrong clock

The hospital signs a national tender on Monday, but the PPRA website publishes it on Thursday. Which event starts the rule 14 response period?

Identify the publication evidence needed.

Use the stated rules and explain what must change. Do not assume that an urgent clinical request removes the ordinary legal requirements.

Answers and reasons

Use the evidence, the calculation and the actual source of authority.

Case 1 | No

Rule 10 requires genuine competition. State the necessary functions and an objective equivalence test; do not use unpublished brand preference in evaluation.

Case 2 | No

Rule 25(1) requires complete documents at the time of the tender advertisement upload. Correct the publication through the lawful process and give the required response opportunity.

Case 3 | PPRA website publication

Under rule 14(3), the reference is the actual PPRA website publication. The agency's signature date does not start that period.

Publication, specifications and evaluation must form one coherent process. A complete record should show exactly what each bidder was told.

Sources: **F8**: rr. 10, 14, 25, 31-32

Prepare one tender pack for a routine hospital purchase

Use a non-confidential real case or the invented examples in this lecture.

Requirement sheet

State purpose, quantity, essential functions, delivery and testable acceptance requirements.

Document check

Select the applicable SBD.
Align the price form, criteria, securities and contract terms.

Publication and approval

Check advertising, response time and complete upload.
List approvals needed before release.

Ask a clinician, technical officer and procurement officer to identify any sentence they could interpret differently.

Next: Lecture 15 explains opening bids, applying the issued criteria and recording a defensible evaluation.

Sources and continued use

Select a source title or its official-source link to open the document.

F8

Punjab Procurement Rules 2014

Official compilation amended through 24 September 2025. Rule references identify the legal basis of the lesson. Read with later notifications and the current orders applicable to the procurement.

Punjab Procurement Regulatory Authority | [Official source](#) | [Notifications](#)

T1

Punjab PPRA: Standard Bidding Documents

Official index for goods, non-consultancy services, consultancy services and civil works. Select the correct notified document and current version; complete the permitted project-specific sections.

Punjab Procurement Regulatory Authority | [Official source](#)

T2

Punjab PPRA: Strengthening of Security Controls

Circular dated 26 February 2026. Addresses EPADS PIN authentication, password and PIN security, and cancellation controls. Read with current Punjab electronic-procurement directions.

Punjab Procurement Regulatory Authority | [Official source](#)

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