European Commission
United Nations Development Programme
International IDEA

Thematic Seminar
Use of ICTs in Electoral Processes

Procurement issues of Biometric Voter Registration - Study cases

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Agenda

UNDP PSO Global Procurement Unit, operational support to Electoral Projects

Biometric Voter Registration –Scope, Procurement Process and timelines

Levels of Technological Introduction

Practical cases: addressing procurement challenges

- **Afghanistan**
- **Guinea Conakry**

Conclusions

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UNDP PSO operational support

Global Procurement Unit provides support and conducts procurement on behalf of UNDP COs for capacity-related or strategic reasons.

- **Focus on UNDP Practice Areas**
- **Usually initiated by a formal request from a UNDP Country Office or Project.**
- **Procurement based on UNDP Rules and Regulations and principles, including Best Value for Money, Transparency, Fairness, Open Competition, Accountability and Integrity**

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Biometrics Voter Registration -Scope of procurement

- Voter registration kits (cameras, laptops, power supply, accessories)
- Registration and database software
- Duplicate analysis software such as AFIS (finger-print) or FRS (facial recognition)
- Training of operators
- On-Site Technical support

Biometrics Voter Registration Contractual implications

Several parties involved, including

End user, Donor community, UNDP – Purchaser, Contractor/s, Sub-contractors

- ❑Interactions
- ❑Roles and responsibilities
- ❑Sustainability of solution/registry
- ❑Capacity building (starts by assessment)
- ❑Budget
- ❑Timelines

PROCUREMENT AND CONTRACTING

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Procurement Definition

"Procurement is the overall process of acquiring goods, civil works and services which includes all functions from the identification of needs, selection and solicitation of sources, preparation and award of contract, and all phases of contract administration through the end of a services' contract or the useful life of an asset"

Process Risk Management

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Procurement Process overview

Identify needs and planning	
EOI advertisement and shortlisting	RFP or ITB bid modalities used depending on items, services and solutions. Tender addressed to short-listed bidders
Specifications and RFP/ITB issued	Requirement must be fully defined and tender documents to reflect it
Bidding period and receipt of offers	Bidding period includes preparation of offers and clarification period to queries from bidders. For RFP/ITB formal receipt and bid opening
3-stage Evaluation • Technical • Site Validation Test • Financial	First stage - technical proposals evaluated Second stage - only financial proposals of those that passed technical evaluation (opened and) evaluated Third stage - 3 best ranked proposals (based on tender criteria) invited for site validation tests
UNDP internal approval	Above US$100,000 approval of two Contracts Committee srequired
Contract negotiation, award and management	

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Orientative timelines

EOI advertisement and shortlisting	3 weeks
RFP/ITB issuance (once specifications are finalized)	3 days
Bidding period and receipt of offers	5 weeks
3-stage Evaluation, including SVT	4 weeks
UNDP internal approval	3 weeks
Contract award	1 week
Delivery period	6 - 16 weeks depending on quantity and complexity

17 weeks
From sourcing to contract award only (time buffers should be added)

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Levels of Technological Introduction in data capture

	Previous cases	Afghanistan 2008, Tanzania 2009	Conakry, DRC, Zambia 2009
Data	Paper Forms	Forms/ OMR	Digital kit – with computer
Finger prints	Ink pads	Ink pads	Digital fingerprint scan
Photo	Polaroid camera	Digital Camera kits	Digital camera

Technology level: Low → Medium → High

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Levels of Technological Introduction in data management

	Previous cases	Afghanistan 2008, Tanzania 2009	Conakry, DRC, Zambia 2009
Data	Paper Forms	Forms/ OMR (digitalized after)	Digital format and voter card
Files	Physical files	Electronic Database	Electronic Database
Identification system	None / Photo	Biometric Analysis	Complete biometric analysis

Technology level: Low → Medium → High

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How technological options affect Procurement

- Decisions on apropriate level of Technology (geography, volume, literacy, sustainability, cost, donors and end user views, etc.)
- Property of source codes of software
- Roles, responsibilities and influence (dependancy) of vendors.
- Number of procurement processes involved
- In-house development or external contractors
- Integration of civil and voter registries
- Timelines
- Contract management

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Afghanistan 2008
Scope of the Assignment

Background: Procurement for Nation-wide Voter Registration items July-Nov 2008:

Procurement based on LTAs

And adhoc Procuremen not based on LTAs, including Registration kits, Data Center Equipment, AFIS dupplicate analysis

Training and Technical support on biometric system at data center level

Data Consolidation not included, responsibility of EMB

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Afghanistan 2008
Scope of the Assignment – detail

Procurement based on LTAs

- **4,950 Registration Kits**
- **4,950 Registration Material Boxes**
- **5,500 Blue Boxes for Kits**
- **35 Stationery Kits**
- **59 Generators**
- **Communication Equipment (30 locations, incl. radio equipments, antennas, repeaters, etc.)**

+

Logistic arrangements, including air freight – 7 charter and 5 regular- and sea/inland transportation

Adhoc Procurement not based on LTAs, but on ITB/RFPs processes

- **4,000 Camera Kits**
- **9,000,000 Voter Reg. Forms**
- **Furniture (over 500 units of desks, armchairs etc…)**
- **IT Hardware (550 workstations, UPS, db servers, scanners, etc…)**
- **IT Software (550 licenses, diverse off-the-shelf software)**
- **Biometric Duplication Analysis System (AFIS/FRS)**

Consolidated volume of approximately USD 12 mio

Afghanistan 2008
Procurement challenges

Time constraints: Urgent deliveries 10-12 weeks process reduced under LTAs to 6-7 weeks

Political pressure and inestability, processes cancelled upon advise and requested to reissue later

Uncertainty of requirements: Late changes in methodology, specifications and request

Number of processes to be simultaneously conducted and coordinated

Sustainability and compatibility of biometric module with EMB data center and resources

Logistics

- Weight, Volume and timelines limited choice
- Access to Kabul (Airport Traffic Congestion, Export Permits from China, Landing Permits)
- Unforeseen issues (Storm in Asia, Technical issues, etc)

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Afghanistan 2008
Procurement Processes - Adhoc

EOIs issued with only one week time to respond. Simultaneously finalization of specifications and ITBs/RFP

Reduced bidding period, among shortlised suppliers with proven capacity and previous experience (for most processes no possibility to provide samples)

Prebid conference for RFP Biometric Analisys system

Examination of bids in Copenhagen simultaneous with Technical evaluations (ITBs in Kabul) – 1 week

CAP/ACP submissions under exceptional expedited conditions agreed in advance

Purchase Orders for ITBs placed immediately after, in some cases preadvises to suppliers issued.

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Afghanistan 2008
Procurement Processes - LTAs

RFQs to LTA holders issued with shortened timelines to receive quotes

Evaluation based mainly on price and delivery time, as per already defined quality standards / products under LTA

Purchase Orders placed based on the RFQ requirement and agreed conditions/quality levels as per the LTA.

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Afghanistan 2008
Procurement Processes - LTAs

Delivery Plan: examples

Lots	Procure Method	Procure Process Time	Supplier Delivery Time	Transit Time	Kabul Delivery Time
Registration Kits	LTA	3.5 weeks	3.5 weeks	1 week – air	8 weeks
Registration Boxes	LTA	3.5 weeks	3.5 weeks	1 week – air	8 weeks
Stationery Kits	LTA	3.5 weeks	3.5 weeks	1 week – air	8 weeks
Communication equip	LTA	3 weeks	2-3 weeks	1 week – air	7 weeks
Generators	LTA	3.5 weeks	4.5 weeks	1 week – air	9 weeks

8-10 weeks 4-6 2

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Conakry
Scope of the Assignment

- Provide 1000 registration kits and IT set up (central data centre)
- Training of operators
- Technical assistance
- Consolidate data, AFIS dupplicate analysis and produce voter's list

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Conakry
Procurement challenges

- Time constraints
- National counterpart with relatively low capacity
- Uncertainty of requirements
- Software rights – open source?
- Sustainability
- Responsibility of supplier – risk allocation

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Conakry
The Procurement Process

EOI published in UNDP website, UNGM, 2 local newspapers

11 companies were shortlisted and invited to submit a proposal (RFP) on 24 August 2007

3 proposals received by the closing date of the bidding, on 24 September 2007

All bids were evaluated as per the criteria outlined in the RFP, technicallly and financially. As considered all three technically compliant they were invited to the Site Validation Test

Conakry
The Procurement Process
Site Validation Test (SVT)

- **Purpose of the SVT:**
  - To validate the technical proposal and confirm that the solution offered will work in the local environment
  - Reveal any weaknesses that needed to be corrected prior to implementation.
  - Provide an estimate of the number of voters that can be registered in a day, providing input to the operational plan
  - From a procurement perspective the Test is a purely technical assessment

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Conakry
The Procurement Process
Validation test

Process:

- **Each supplier provided four kits to be operated at two different locations for the test**
- **The operators of the kits were Guineans with no prior relationship with the suppliers**
- **The training of the operators were the responsibility of the suppliers**

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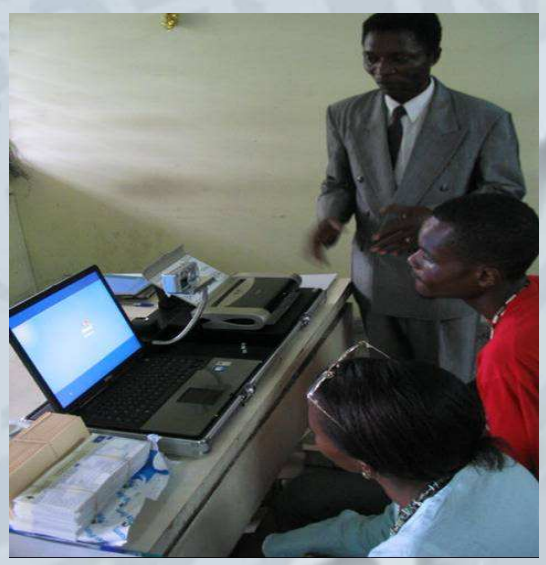
Conakry
The Procurement Process
Site Validation test

Validation test criteria:

- **Content and methodology of the training**
- **Functionality of the kit, both the hardware & software**
- **Identification of multiple registrations of individual voters**
- **Generation of the voters' list**



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Conakry
The Procurement Process
Approval Procedures & Contracting

Due to changes in quantities, bidders were required to confirm their unit prices

CAP/ACP approval received March 1, 2008

Contract signed March 27, 2008 in the amount of USD 6,800.000

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Conclusions and Lessons learned

- ✓ **Involve procurement as early as possible – already in the project design**
- ✓ **Ensure sufficient budget from start**
- ✓ **Clarify and manage roles and responsibilities of other stakeholders e.g. EMBs**
- ✓ **Initiate close collaboration between program and operations by early procurement planning process**
- ✓ **Be aware of constraints on operational aspects of electoral activities – no goods no election**

Conclusions and Lessons learned

- ✓ **Centralized procurement is effective to avoid local pressures**
- ✓ **Learn market structures (supply/demand/vendor driven)**
- ✓ **Planning should allocate good time for procurement process and include necessary buffers to reduce impacts of potential delays**
- ✓ **Pre-bid conferences for complex projects – potentially in the recipient country or neutral**

Conclusions and Lessons learned

- ✓ **Conduct adequate tests to validate the evaluation especially for complex products such as biometric voter registration & e-voting systems. Review samples of all sensitive materials.**
- ✓ **Contract management of suppliers**
  - ✓ Close follow up and communication with suppliers (either LTA or adhoc suppliers, including freight forwarders).
  - ✓ Advantages of expert suppliers
  - ✓ Quality standards to be clearly defined and monitored
- ✓ **Consider Sustainability (total cost of acquisition, reusability, managing expectations, etc.)**

Thank you

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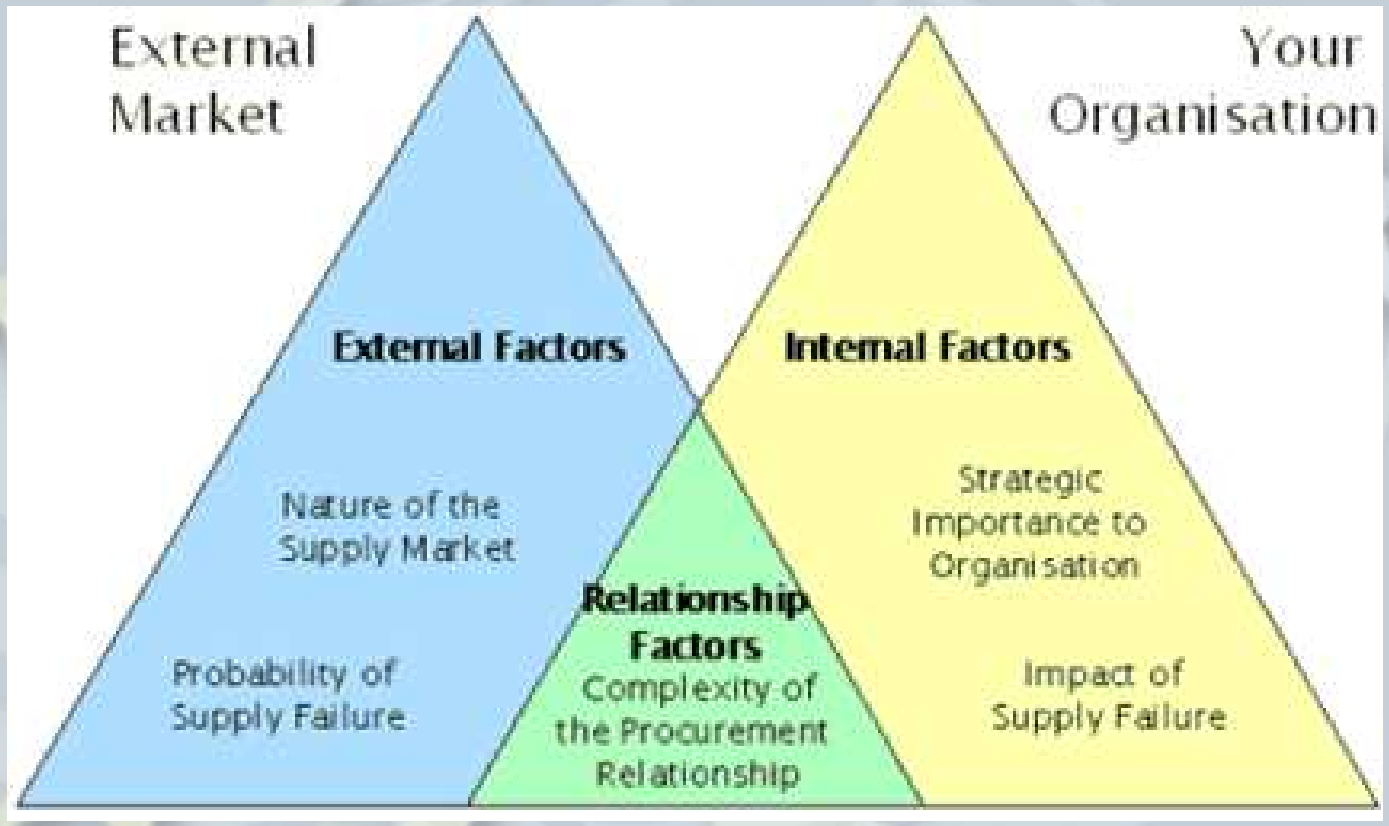
Risk factors