



European Commission United Nations Development Programme International IDEA

***Joint Training on
Effective Electoral Assistance***

DAY 5

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Procurement of electoral materials

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Joint Training on
Effective Electoral Assistance
Day 5



Procurement





Overview

- UNDP organisation & procedures**
- Challenges in electoral procurement**
- Approaches to improve procurement outcomes**
- Case study – Procurement of Biometric voter registration system**
- Lessons learned**



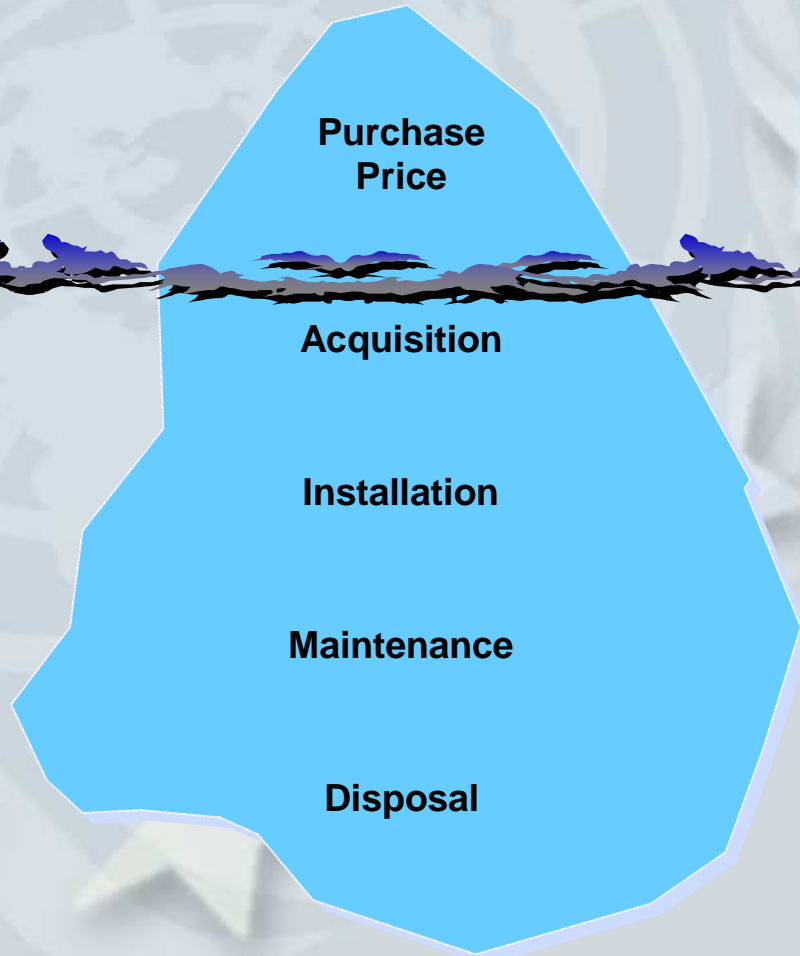
UNDP Procurement Principles

- Fairness, Integrity, Transparency**
- Effective International Competition**
- Interest of UNDP**
- Best value for money**



Value for money

What is the actual cost?





UNDP Procurement

- Decentralised procurement organisation**
- HQ support - Procurement Support office**



UNDP Procurement

- Procurement support office (PSO)**
 - Procurement advisor for election**
 - Global procurement unit**
 - Procurement capacity development centre**
 - Procurement policy, training, oversight**



Approvals

- Contract, Asset and Procurement (CAP) committee reviews all procurement cases above USD 30,000**
- Advisory Committee on Procurement (ACP) reviews all procurement cases above USD 100,000**



Procurement methods

<i>Procurement Method</i>	<i>Application</i>	<i>Lead time</i>
RFQ – Request for Quotation	< USD 100,000 Goods/Services	1-3 weeks
ITB - Invitation to bid	> USD 100,000 Goods	10-12 weeks
RFP – Request for proposal	>USD 100,000 Services	12-16 weeks
LTA – Long term agreements	Where they exist	1 week



Procurement needs

- Polling day materials**
- Voter registration materials**
- Printing (ballots, posters etc.)**
- Consultants/advisors**
- NGOs/Civil Society organisations**
- Vehicles**
- ICT**



Challenges

- Specifications/Terms of References
- High risk
- Time constraints
- Insufficient budgets for procurement needs
- National ownership & capacity







Procurement strategy Election kits

- What are the procurement objectives?**
- What is the requirement and how is it going to be met?**
- What are the risks and how can risks be managed**



Specific procurement objectives

- Secure supply**
- Value for money**
- Local procurement**
- Long-term sustainability**
- Develop local capacity**
- Ensure transparency & accountability**



What is the requirement and how is it going to be met?

- Specifying the requirement**
- In-house develop or procurement**
- Complete or partial outsourcing**
- Procurement method**



Risk analysis Supply Positioning Matrix

Supply Risk

"Bottleneck Items"

"Strategic Products"

"Routine Products"

"Leverage Products"

Relative expenditure (\$)



Procurement Plan

- Address key steps in how a buyer will meet the needs when procuring goods and services**
- Define what will be purchased, how, when, the levels of approval required, risk areas, etc.**



Procurement plan

- Procurement objectives**
- Requirements**
- Roles & responsibilities**
- Risks**
- Costing**
- Timelines**
- Logistics**
- Disposal/retrieval**



Supply market analysis

Demand profile – elections kits

- Typical one-off demand from country offices
- Late requests – short lead times
- Requirements too rigid defined or not defined at all



Supply market analysis

Supply market – election kits

- Few specialised suppliers – CODE, Pakflatt, Intequip, Danish Camp Supply, Lantrade, Expectra
- A clear market leader – CODE
- Low-tech products sourced from China
- Competition based on network & product differentiation
- UN/UNDP a major player in the market



Supply market analysis

Procurement strategy – election kits

- Objectives: Shorten the lead time & lower the purchase price**
- Long-term agreements with three suppliers**
- Quick biddings for each requirement**
- Participate in joint missions with the EC to develop procurement plans and review budgets for procurement**



Supply market analysis

Results: LTA with three main suppliers

- Lower lead times
- Increased price competition – lower cost
- Changed the power relationship between supplier and buyer



Polling day

Product	Option 1	Option 2	Option 3
Ballot boxes	Solid transparent plastic Price: USD 18-22	Made of corrugated plastic with “windows” Price USD 8:	Corrugated cardboard, Price: USD 5
Polling day kit	Stationary packed in box for easy distribution Price: USD 35-45		
Indelible ink	Dipping bottle 60 ml, 15 % silver nitrate Price: USD 5-8	Indelible ink marker 25 % silver nitrate Price: USD 2-3	
Polling booth	Corrugated cardboard Price: USD 4-8		



Supply market analysis

Supply market – Digital registration

- Few specialised suppliers – Zetes Pass, Siemens, Sagem, Smartmatic**
- High-tech products**
- Competition on innovative solutions, technical competence & support**
- Global market – UNDP is a small player**



Supply market analysis

Procurement strategy

- Monitor new developments in the markets through market research, supplier presentations etc.**
- Approach the market through RFPs for each specific request**
- Utilise that suppliers view UNDP as an opening of the markets**



REPUBLIQUE DE GUINEE
PROJET D'APPUI AUX ELECTIONS LEGISLATIVES
PAEL - PHASE 1

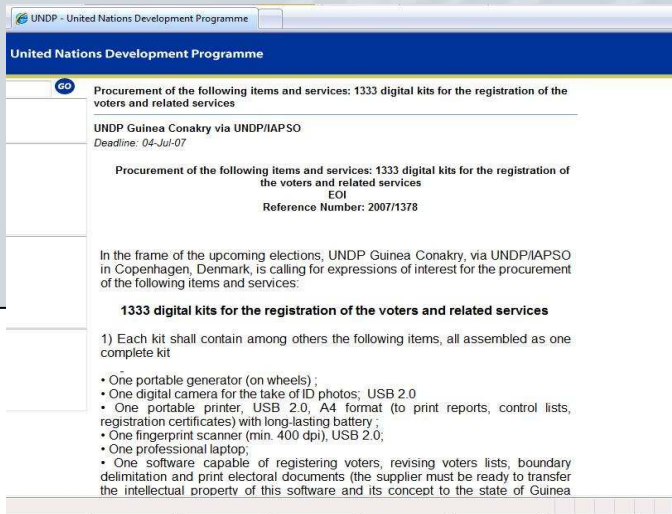


**Procurement of
biometric voter registration system
for Guinea**



The Procurement process

- ❑ Call for Expression of Interest
- ❑ Published on UNDP/IAPSO's website and UNGM
- ❑ Published in two local Guinean newspapers in July 2007





The Procurement process

- All responses to the EoI evaluated
- 11 companies were shortlisted and invited to submit a proposal (RFP)
- The closing date of the bidding were set to 24 September, 2007



The procurement process

Evaluation process

- ❑ All offers were evaluated against the criteria stated in the RFP
- ❑ Only offers passing the technical evaluation were evaluated financially
- ❑ The 3 best evaluated offers is invited to Conakry for a validation test.



Exemples de kits



Evaluation de la proposition technique -- Formulaire 3		Nbre de points maximum	Compagnie/Autre entité				
			A	B	C	D	E
3.1	Compréhension des besoins matériels du projet (kit et infrastructure informatique). Performance des matériels offerts, garantie locale.	100					
3.2	Plan détaillé de livraison de l'ensemble des matériels permettant de répondre aux exigences du projet.	75					
3.3	Compréhension des besoins logiciels du projet.	50					
3.4	Plan détaillé d'adaptation du logiciel du soumissionnaire pour répondre aux besoins du projet.	100					
3.5	Plan d'audit de la base de données existante des électeurs.	50					
3.6	Modèle de cartes d'électeurs proposé	25					
		400					

Technical evaluation criteria :

- Criteria 1 : Expertise of the company
- Criteria 2 : Project plan
- Criteria 3 : Technical solution



Validation test

- The test is designed to validate the technical proposal and test if the solution offered will work in the local environment**
- It is, from a procurement point of view, a purely technical assessment**



Validation test

Validation test criteria:

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





Validation test

- For the test, each supplier will provide four kits operated at two different locations
- The operators of the kits will be Guineans with no prior relationship with the suppliers
- The training of the operators are the responsibility of the suppliers





Validation test

- The test will reveal any weaknesses that needs to be corrected prior to implementation.**
- It will also provide an estimate of the number voters that can be registered in a day, providing input to the operational plan**



Voter registration – materials costs

Option 1: OMR forms registration		Option 2: Digital registration	
1 kit box	USD 10	1 Notebook	USD 1100
3000 Registration forms	USD 390	1 Office 2003	USD 170
3000 Laminates	USD 260	50 CD Media	USD 10
1 Polaroid camera M484	USD 300	1 Digital Camera	USD 25
68 sets of AA Batteries	USD 95	1 Printer	USD 500
1 Photo cutters	USD 40	1 Fingerprint scanner	USD 450
1 photo background	USD 12	3000 cards	USD 500
1 tripod	USD 25	1 Battery	USD 450
3000 Photo fix (glue)	USD 30	1 Generator	USD 65
150 Polaroid Films	USD 1050	1 Software	USD 425
Total price per kit	USD 2212	1 Suitcase	USD 160
Price per voter	USD 0.74-0.88	Total price per kit	USD 3855
		Price per voter	USD 1.26-1.52
Tanzania - total cost per voter appr. USD 2,70		DRC –total cost per voter appr. USD 4.20	



Lessons learned

- Involve procurement as early as possible – already in the project design**
- Samples of all sensitive materials prior to placing orders**
- Tests should validate the evaluation when procuring highly complex products – e.g. biometric voter registration & e-voting systems**



Lessons learned

- Outsourcing procurement to avoid pressures**
- Be clear about the market structures (supply/demand/vendor driven)**
- Do not wait for the money to start the procurement process**



Lessons learned

- Pre-bid conferences for complex projects**
- Need more focus on procurement capacity development & electoral cycle**



Procurement of biometric voter registration systems

- Context
- Some best practices
- Moving forward



Context

- Multiple interdependent components (equipment, training, maintenance, logistics)**
- Interoperability between diverse providers and management of outsourced activities**
- Constraints on operational planning of electoral activities**
- Sustainability (total cost of acquisition, reusability, managing expectations, etc.)**



Some best practices

- Plan for staged introduction of the technology (e.g. pilot tests)**
- Knowledge transfer to the EMB early in the process**
- Opt for proven solutions**
- Qualitative and quantitative management of outsourced activities**
- Validate the operational concept**
- Look for synergies with non electoral activities and projects (e.g. civil registry)**



Moving forward

- Document and share successes but also failures**
- Define a framework for evaluation of the contribution of biometric voter registration to transparency of elections**
- Develop an operational concept**