



# ***European Commission United Nations Development Programme International IDEA***

*In collaboration with*

**International Organization for Migration  
Canadian International Development Agency  
Organization of American States**

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

### ***Electoral Procurement Anne-Sofie Holm/UNDP PSO (JTF)***

***Accra, 29 June -3 July 2009***

Organized within



In collaboration with





# Objectives

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- To explain Electoral Procurement as an integrated part of strategic and operational planning
- To clarify the scope of Electoral Procurement in the Electoral Cycle
- To create awareness around the multiple challenges in Electoral Procurement
- To provide examples of Electoral Procurement activities in Electoral Assistance projects, and highlight some lessons learned



## □ Strategic Planning

## □ Operational Planning

### ➤ Procurement Planning

- The procurement cycle is an integrated part of the electoral cycle, as procurement activities will define deliverables/outcomes.
- Procurement is no longer perceived as a back-office function, but rather a mission-critical and strategic function in ensuring development results.

## Programmatic Channel

- CSO/NGOs as implementing partners

(Project Cooperation Agreement with ProDoc attached)

## Procurement Channel

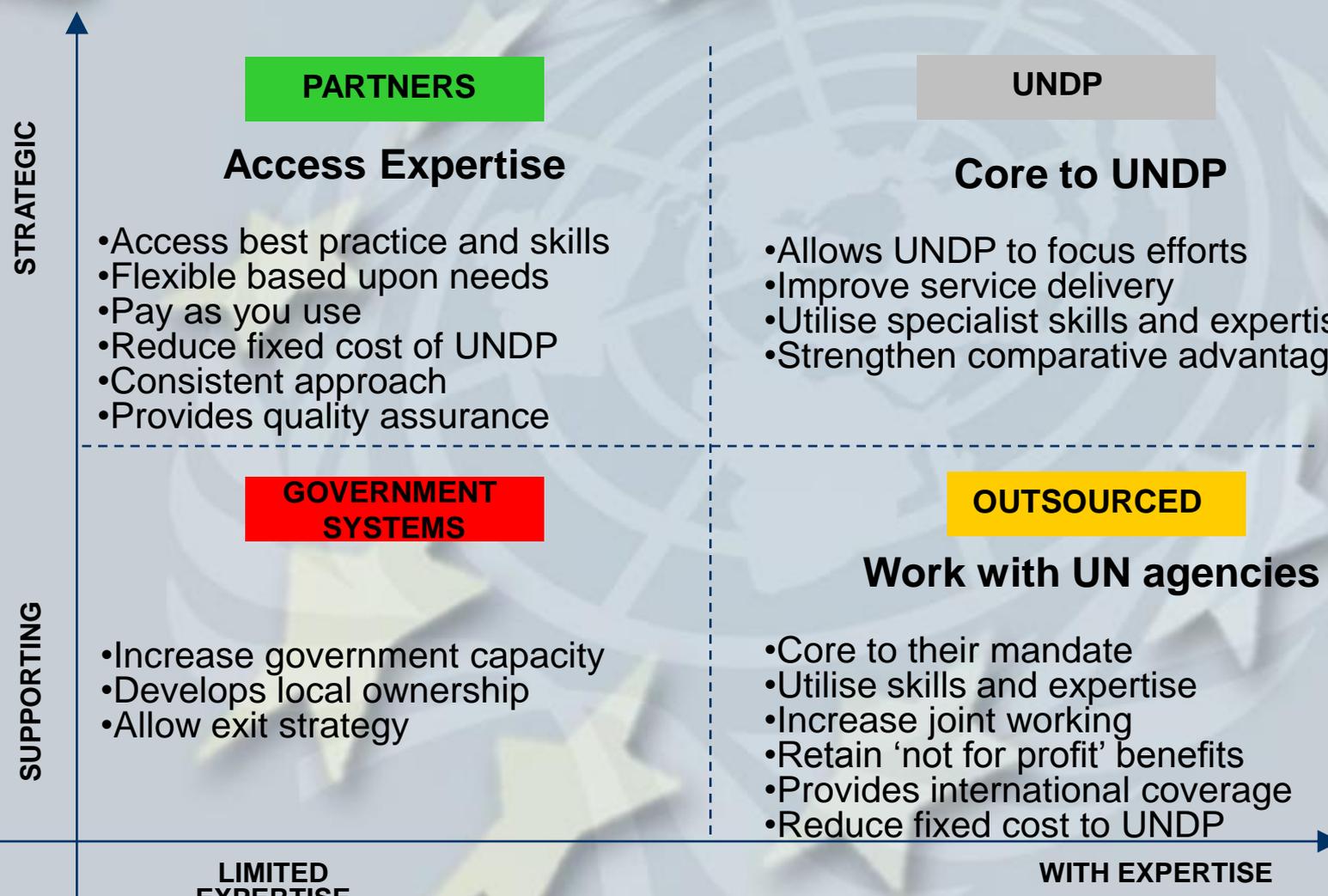
- CSO/NGO/private companies as contractors

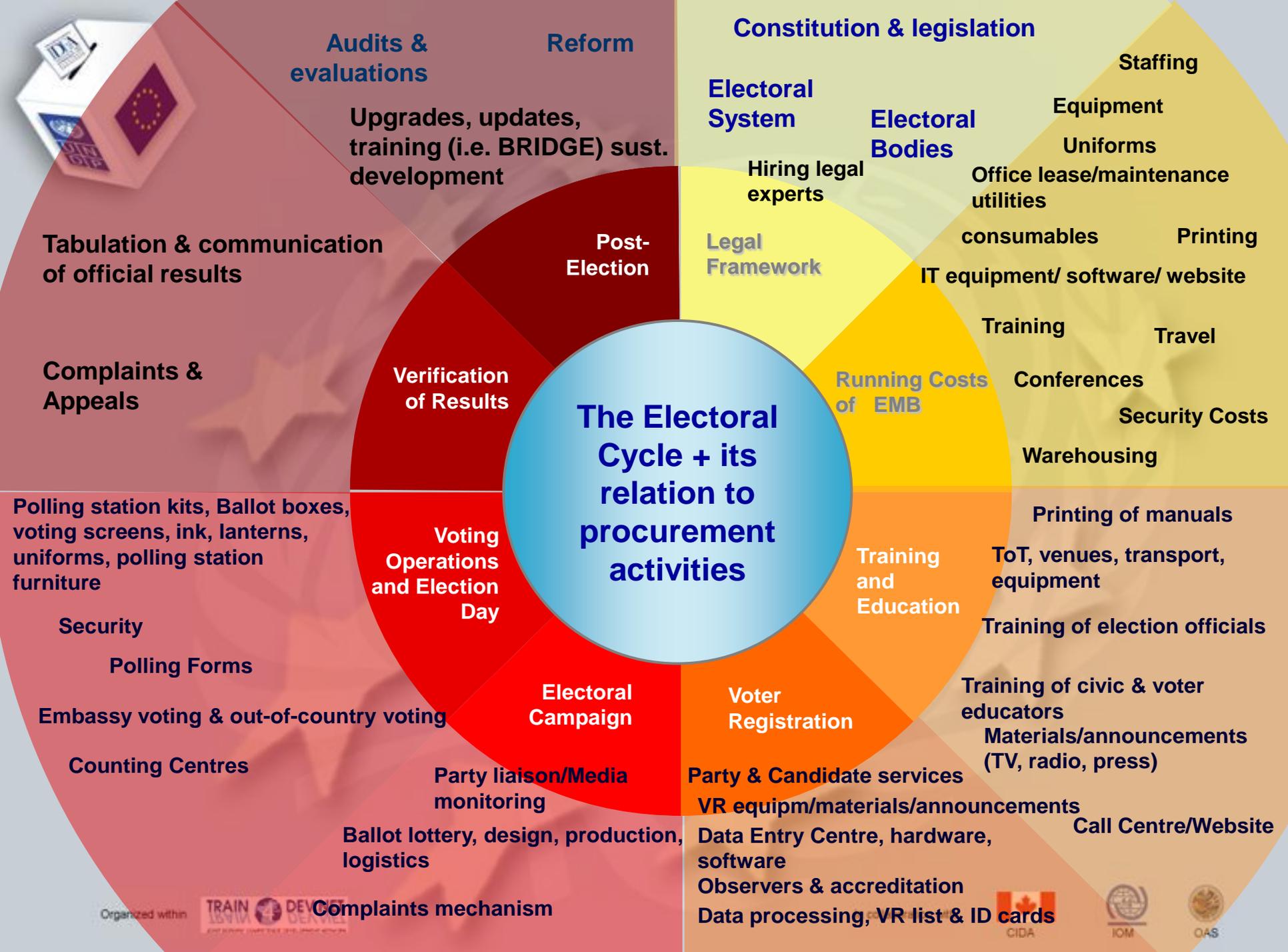
(typically Contract for Professional Services)



# Procurement within an Electoral Cycle

HOW? - Focus on what is core







# ***Election-related Procurement***

## **Election Administration**

Equipment and refurbishment of buildings, hardware and software equipment, vehicles, communication tools, printing services, staff training (e.g. BRIDGE), hiring experts

## **Civic & Voter Education, Training**

Technical equipment, material for Call Center, development of Website, design and printing of posters, leaflets, banners etc. production of TV spot, radio jingles, conferences, CSO trainings..

## **Voter Registration & Data Center**

Hardware & software equipment, printing and distribution of registration forms, voter cards, data processing, Data Entry Center, materials training, technical assistance, logistics and distribution., integration of services, venue (rent or rehabilitate) hiring experts

## **Election Day activities**

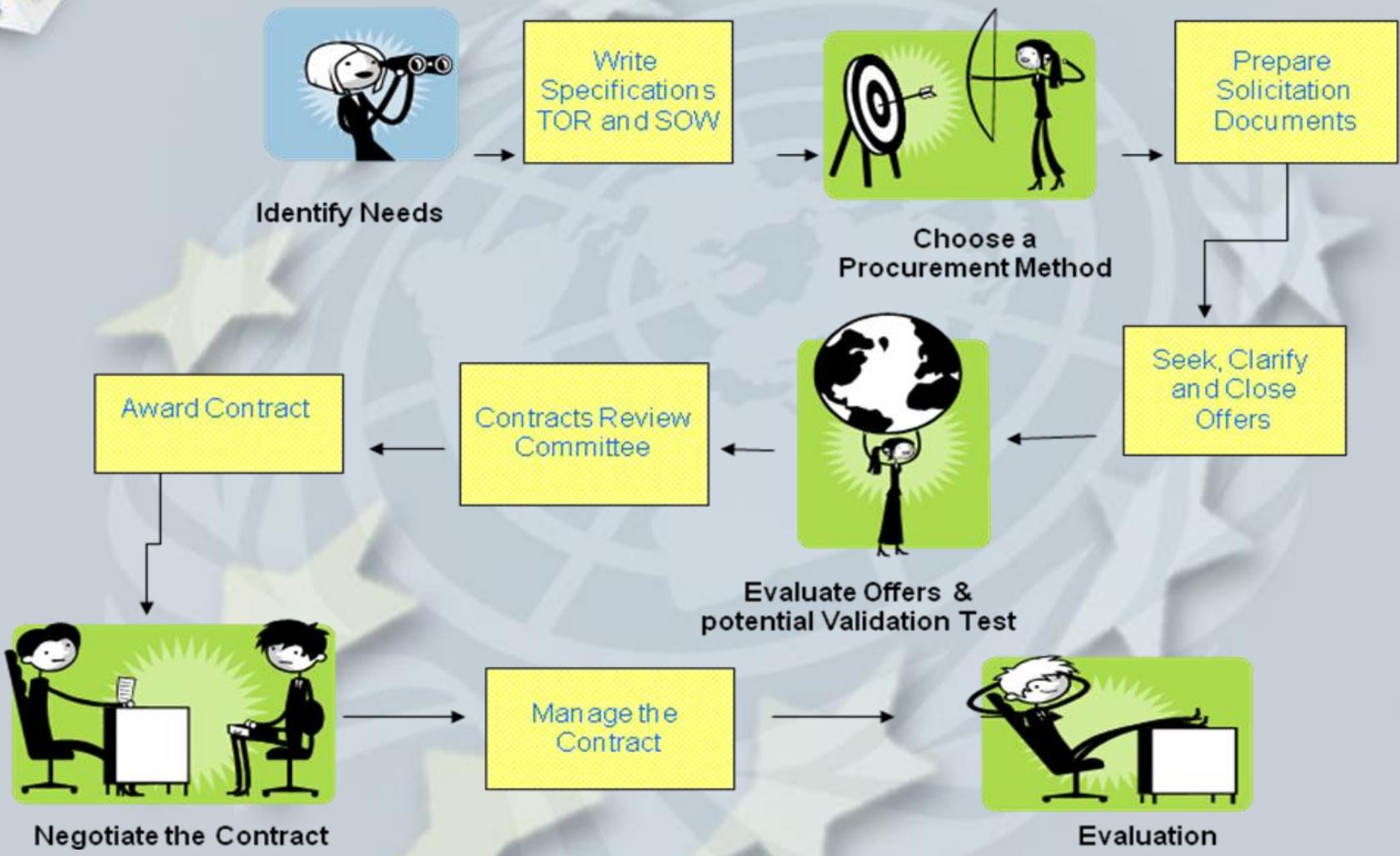
Ballot boxes & seals, voting screens, polling kits, indelible or invisible ink, tamper-proof materials, material for alternative polling station structures, means for printing and distribution of ballot papers, polling forms, procedural manuals, electoral lists, candidate lists, training of polling staff, logistics, distribution, storage and security.

## **Results Tabulation**

software, results and media centre hardware and other communication equipment.



# Procurement Chain





# Procurement Timeline example

## Chronologie de la procédure d'appel d'offres de mise en place LEPI

Taches	Jour calendrier	Jours accumulee	Debut	Fin
Cadre legal approuvé	0			
Spécifications techniques approuvés	0			
Termes de référence pour les kits	5	5	2009/05/01	2009/05/06
Appel d'offres lancé (Manifestation d'intérêt / pré-qualification)	14	19	2009/05/07	2009/05/21
Période d'appel d'offres	21	40	2009/05/22	2009/06/12
Analyse et évaluation des offres technique	14	54	2009/06/13	2009/06/27
Analyse et évaluation des offres financière	7	61	2009/06/28	2009/07/05
Test pilote / test validation	15	76	2009/07/06	2009/07/21
Soumission CAP (les règles PNUD)	7	83	2009/07/22	2009/07/29
Soumission ACP (les règles PNUD)	14	97	2009/07/30	2009/08/13
Attribution du marché, négociations	7	104	2009/08/14	2009/08/21
Préparation et la Production (Fournisseur)	42	146	2009/08/22	2009/10/03
Expédition	14	160	2009/10/04	2009/10/18
Reception et Préparation de kits, HQ	5	165	2009/10/19	2009/10/24
Configuration des kits	10	175	2009/10/25	2009/11/04
Intégration des données du recensement	5	180	2009/11/05	2009/11/10
Formation des formateurs	10	190	2009/11/11	2009/11/21
Déploiement pour les aires opérationnelles	10	200	2009/11/22	2009/12/02
<b>COMMENCEMENT D'INSCRIPTION</b>			<b>2009/12/03</b>	

# *Elections Procurement – Risks and Challenges*



The most commonly experienced risks in electoral procurement are:

## **Structural Arrangements in place**

- Independent EMB ?
- Permanent EMB?
- Human Resources in EMB and UNDP (bodies or technical experts)
- Procurement Structure in EMB and UNDP

## **Supply Market Distortion**

- Political lobbying lead to prejudicial outcome of the tender process.
- Some commodities are very simple but limited specialized suppliers.
- Affects cost, affects technical solutions

## **Insufficient Budget**

- Lead to sub-optimal goods and services being purchased
- Several ad hoc procurement exercise as patch work solution



# ***Elections Procurement – Risks and Challenges***

## **Inflexible deadlines**

- Often use by critical stakeholders as a tool to exert pressure on the procurement agent
- Cause serious value for money predicaments i.e. need to airfreight, create artificial single source situation
- cause severe pressure on logistics and distribution

## **Incomplete or Late Technical Specifications and ToR/Request for assistance**

- Creates margin for error. Remedy action limited
- Creates ambiguity, a situation suppliers can manipulate and difficult for procurement agent to disqualify. Too few technical experts, to develop solid specs.
- Standards are not applied
- Testing is not applied

## **National ownership, capacity and infrastructure**

- EMB may be not created yet or simply lack capacity (High turnover of EMB staff)
- Capacity is not just one-off training
- Technical Solution or Technical Transfer
- Checks and balances in place
- Some developing countries are challenged logistically





# ***Elections Procurement – Risks and Challenges***

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## **Reputational risk**

- To EMB, UNDP and the donor community
- The media and certain stakeholders may misrepresent the procurement actions (perception vs. reality)

## **Unrealistic Expectations**

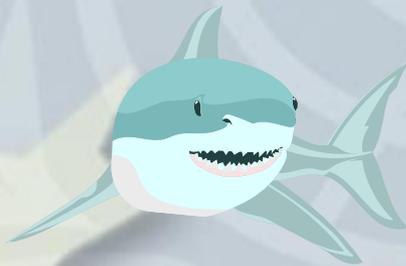
- By stakeholders on the Procurement Rules & Regulations to deliver
- Ill-informed of the market response time and structure

## **Cost of high-tech solutions and sustainability**

- Over-focus on highly advanced technology w/o in infrastructure to support it
- Cost of VR without logistics factored in could go up to several mill of US\$
- Could be a one time event with little synergies into a wider institutional plan
- Full understanding of total costs:
  - Total cost of acquisition
  - Total cost of operation
  - Total cost of maintenance (between post and pre electoral periods, e.g. storage and refurbishment costs).

# Principles of UNDP Procurement

**Best Value for Money**  
**What is the actual cost?**





## ***Formulation of the Support to the 2008-2011 Strategic Plan of the National Election Commission in Rwanda***

**2008 Total Budget: US\$ 19 million equal to 34% of overall 2008-2011 budget**

**Procurement related activities: US\$ 11.7 equal to 61 % of total 2008 expenditure**

**(here of 36% for procurement of electoral material and logistics, remaining for services - training, civic education, EMB core running costs such as communication services, stationary, maintenance, car rental etc.)**



## ***Formulation of the Support to the Zambian Electoral Cycle 2009-2012***

**Total Budget: US\$ 19 million**

**Currently allocated procurement activities: US\$ 14 million equal to 73 % of total expenditure**

**(these 73% primarily covers procurement replace of polaroid solution w. ECZ, digitisation of DNR, Communication System linking HQ w. the field, hiring of legal, ICT expertise etc. but excluding E-Day material and logistics, EMB core running costs etc.)**

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## Seek advice early

- Technical Advisory is available
- Observe Standards developed in relevant domain
- Examine the full implications of costs, operations and maintenance. Focus on sustainability and make informed decisions
- Do Pilot projects/ validation testing

## Integrate procurement into project formulation

- Include procurement input into project formulation
- Create a role for Procurement Officer in the PMU

## Procurement tools

- Procurement plans to establish realistic timeline
- Long Term Agreement (LTA) to create efficient procurement, expedite delivery, control unrealistic price/build economy of scale, quality assurance

## Be realistic with the budget

- Many budgets may be established (overall running costs, specific VR, only procurement of goods and services) make sure to align them