DCA Procurement for UNHCR

APPENDIX TO THE DCA PROCUREMENT MANUAL

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1 INTRODUCTION

All procurement in UNHCR funded projects must comply with Implementing Partnership Management Guidance Note No. 4, Procurement by Partners with UNCHR Funds – November 2014. UNHCR has specific requirements to procurement activities, and this document is an appendix to the DCA Procurement Manual and applicable to all DCA implemented projects funded by UNHCR. The purpose of this document is to elaborate on a few central UNHCR requirements, which are in addition to or different from the DCA Procurement Manual, and provide guidance on how to comply within a DCA procurement context. This document does not stand instead of the UNHCR Guidance Note No. 4. As per DCA Procurement Manual section 3.2 should discrepancies occur, the UNHCR Guidance Note No. 4 overrules everything and anything presented in this document.

Please take note that all procurement planning, implementation and finalization will continue to take its point of departure from the DCA Procurement Manual. However, in three notable areas, UNHCR operates with Guidelines that require changes to the DCA procedures. Firstly, UNHCR has different procurement thresholds and procedures, and chapter 2 below presents how to apply the DCA Procurement Manual and templates in a way that will meet the UNHCR requirements. Secondly, UNHCR has specific requirements to sourcing and pre-qualification of suppliers and candidates. Chapter 3 presents how to use the DCA ADMIND database (ADMIND) for suppliers and candidates and describes how to do contractor performance evaluation. Finally, chapter 4 includes the DCA authorization levels. In a few instances, it was relevant to develop new templates to aid the process, and these annexed are available at the end of this document.
2 UNHCR THRESHOLDS AND PROCEDURES

In addition to the DCA Procurement Manual, please take note and implement the following additional UNHCR requirements for thresholds and procedures:

- A procurement procedure starts from 0 USD and overrules the DCA Procurement Manual minimum threshold of EUR 300 in section 3.2. Please refer below for the petty Cash
- UNHCR procurement thresholds and procedures are stricter than DCA and overrules DCA Procurement Manual section 3.2.1.
- There is no distinction between running costs and project inputs and overrules DCA Procurement Manual section 4.10 on running costs. Please utilize the Framework Contract option.
- A mandatory Purchase Request is required to initiate procurement except for cumulated order values below USD 4,000 for the same item to the same supplier or candidate over a three months period.
- Written Quotations or Proposals below USD 10,000 are mandatory, and overrules the optional written Quotations or Proposals in the Simple Procedure in the DCA Procurement Manual.
- Procurement negotiations may take place with the selected supplier or candidate, only and overrules the more flexible approach in the DCA Negotiated Procedure.
- There is an optional Purchase Order/Contract procedure for accumulated order values below USD 4,000 for the same item to the same supplier or candidate over a three months period, which overrules the optional Purchase Order below EUR 2,000 per lot in the DCA Procurement Manual.
- Bids are submitted in either one or two sealed envelopes from USD 10,000 and upward and overrules the informal approach in the DCA Negotiated Procedure
- Supplier questions must be in writing and responses must be shared with all bidders from USD 10,000 and upward. This overrules the informal approach in the DCA Negotiated Procedure
- No suppliers or candidates may attend the tender opening and overrules this possibility under the DCA Local and International Open Tender.

The detailed procedural descriptions below incorporate the above UNHCR requirements. Please also refer to the Implementing Partnership Management Guidance Note No. 4. Procurement by Partners with UNCHR Funds – November 2014.

2.1 THRESHOLDS FOR PROCUREMENT

As per the DCA Procurement Manual section 3.2 Thresholds and Affiliated Procurement Procedures, in situations where the donor rules are stricter than the DCA Procurement Procedures outlined in the manual section 3.2.1, the donor rules prevail. This is the case with UNHCR procurement thresholds, and please ensure that the procurement thresholds implemented are compliant with UNHCR guidelines. Where there is a conflict, the UNHCR guidelines prevail unless it violates relevant legislation. Please observe that the UNHCR thresholds are in USD and the DCA Procurement Manual operates with EUR.

The table below presents the UNHCR thresholds, procurement documents, and the UNHCR recommended minimum number of vendors to invite. UNHCR has additional requirements to the DCA Procurement Manual thus an explanation of how to meet the UNHCR requirement for each threshold, is given in the below.
### UNHCR Thresholds and Procedures

<table>
<thead>
<tr>
<th>Value of Procedure</th>
<th>Solicitation Document terminology by UNHCR</th>
<th>Recommended minimum number of vendors to be invited</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt; USD 2000</td>
<td>Written request</td>
<td>2</td>
</tr>
<tr>
<td>USD 2,000 &lt; USD 10,000</td>
<td>Request for Quotation</td>
<td>3</td>
</tr>
<tr>
<td>USD 10,000 &lt; USD 150,000</td>
<td>Invitation to Bid or Request for Proposal</td>
<td>8</td>
</tr>
<tr>
<td>USD 150,000 &lt; USD 1 million</td>
<td></td>
<td>12</td>
</tr>
<tr>
<td>&gt; USD 1 million</td>
<td></td>
<td>20 to be done in consultation with UNHCR Country Office that will seek the advice of UNHCR/HQ/PMCS</td>
</tr>
</tbody>
</table>

The contract categories Supply, Service and Works, described in the DCA Procurement Manual section 3.1, are not a factor in establishing the correct procurement procedure for UNHCR procurement. UNHCR identifies the relevant procurement procedure based on the monetary value of the procedure in combination with the complexity of the goods\(^1\) and services\(^2\) under procurement.

The UNHCR requirements to the recommended number of invited suppliers and candidates increases with the value of the procedure. Thus, the higher the value, the more important it is to ensure competition. This is to increase the probability of receiving good quality goods and services, at a competitive price and in due time.

UNHCR does not make special provisions for running costs, and instead they allow for optional Purchase Requests and Purchase Orders or Contracts for orders for the same article for the same supplier during a period of three months below the petty cash amount limit of USD 4,000. They call it a Non-PO Procedure. Please refer to the below example for clarification.

#### Example of Non-PO Procedure below USD 4,000

Based on the collection of three written quotations, the Procurement Committee purchases stationaries as follows:

- January 25\(^{th}\) order for USD 500
- March 12\(^{th}\) order for USD 2,500 -> cumulative value USD 3,000 within a 2 months period
- April 24\(^{th}\) order for USD 1,200 -> cumulative value USD 4,200 within a 3 months period

The Procurement Committee concludes first two purchases without raising a Purchase Request or issuing a Purchase Order because the cumulative value is below USD 4,000. However, the Procurement initiates the 3\(^{rd}\) purchase with a Purchase Request and issues a Purchase Order, as this purchase will bring the total value of stationaries above the petty cash limit of USD 4,000. The Purchase Card in ADMIND will provide the necessary overview to keep track of the cumulative value.

With this UNHCR wishes to avoid that one item purchases regularly e.g. every week (in DCA defined as a running costs) goes unnoticed and at the end of the year it turns out that more than e.g. USD 15,000 was spent on that particular item, without a competitive tendering process or Purchase Order.

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\(^1\) UNHCR reference to ‘goods’ is equivalent to the DCA Procurement Manual reference to ‘Supply’

\(^2\) UNHCR references to ‘services’ covers the DCA procurement terms ‘Service and Works’.
### 2.2 PROCUREMENT PROCEDURE BELOW USD 10,000

For procurement procedures with a value below USD 10,000, the Procurement Committee meets the UNHCR requirements by implementing the DCA Simple Procedure for Supply, Service or Works.

When implementing the Simple Procedure, please comply with section 6.1, 7.1, and 8.1 in the DCA Procurement Manual, and please observe and implement the following additional UNHCR requirements indicated in italic and bold below.

For compliance and documentation purposes, please use the DCA templates listed under ‘DCA Annex’ as per the applicable contract category.

#### The steps for the procurement procedure for Supply, Service, Works contracts below USD 10,000

<table>
<thead>
<tr>
<th>Step</th>
<th>Description</th>
<th>DCA Annex</th>
</tr>
</thead>
</table>
| 1    | Requisition / Draft specifications | Log Manual Annex 3.02 Purchase Request  
Start a File in ADMIND |
|      | Initiate the procurement as per the Procurement Plan by completing the Purchase Request. The Purchase Request is optional for cumulated order values below USD 4,000 for the same item to the same supplier or candidate during a period of three months, please refer above. | |
|      | Take care in identifying the technical specifications or the Terms of Reference of the Supply, Service or Works under procurement. | |
|      | Create a File in ADMIND, with the description ‘Purchase Request’ followed by the number | |
| 2    | Obtain quotations | SUP 1: Simple Procedure Quotation Form (Supply)  
SER 2: Request for Proposal (Service)  
WOR 1: Request for Proposal (Works) |
|      | Collect a minimum of three written quotations or proposals. | |
| 3    | Evaluation | SUP 4: Evaluation Grid (Supply)  
SER 3: Evaluation Grid (Services)  
WOR 3: Evaluation Grid and Report (Works) |
|      | Evaluate the quotations or proposals and select the best offer. | |
| 4    | Purchase Order / Contract | SUP 6: Purchase Order (Supply)  
SER 4: Contract (Services) or SER 2: Request for Proposal (Contract included in the RFP)  
WOR 2: Contract (Works) |
|      | Issue the Purchase Order for goods or the Contract for Services in ADMIND. The Purchase Order or Contract is optional for cumulated order values below USD 4,000 for the same item, to the same supplier during a period of three months. Based on the result of the evaluation, update ADMIND with ranking 1-3 | |
| 5    | Receipt and Inspection | ADMIND / Supplier Card / Supplier Products |
|      | Inspect that goods and services received comply with the Purchase Order or Contract. Sign and file a proof of receipt / delivery note / copy of the service output / Certificate of Final Completion for Works | |
2.3 PROCUREMENT PROCEDURE BETWEEN USD 10,000 AND 150,000

All procurement above USD 10,000 requires one of two types of formal tender processes: the Invitation to Bid (ITB) or the Request for Proposal (RFP). Please refer to the below table for a summary of the process requirements different to the DCA Procurement manual.

<table>
<thead>
<tr>
<th>UNHCR Invitation to Bid (ITB)</th>
<th>UNHCR Request for Proposal (RFP)</th>
</tr>
</thead>
<tbody>
<tr>
<td>A formal tender process</td>
<td></td>
</tr>
<tr>
<td>Used for goods and services with standard and firm specifications and/or TOR which can be expressed qualitatively and quantitatively</td>
<td>Used for professional services and complex goods and works, which cannot be expressed in sufficient details</td>
</tr>
<tr>
<td>Submitted in either one or two sealed envelope</td>
<td>The two-envelope system, one for technical solution and one for commercial offer is required</td>
</tr>
<tr>
<td>Supplier questions in writing and response shared with all bidders, while maintaining confidentiality</td>
<td></td>
</tr>
<tr>
<td>Bidders may not attend the bid opening session</td>
<td>Negotiations are rare and may only take place with the selected bidder, but prior to contract signature and only if provided for in the tender document.</td>
</tr>
<tr>
<td>Negotiations may only take place with the selected bidder, but prior to contract signature.</td>
<td></td>
</tr>
</tbody>
</table>

The vast majority of procurements undertaken in a UNHCR funded project at this threshold will fall under the ITB process where clear specifications, known quantity and meaningful references to quality are possible. For goods, this would be items such as computers, transport solutions, office equipment, agricultural inputs etc. For services, this could be a consultant for a project or program evaluation, a benchmark analysis, a facilitator/trainer for a workshop etc. When purchasing goods and services under an ITB process at this threshold, the DCA annexes to use will depend on the contract category and are included in the below table. It is important to use these annexes as they include central UNHCR requirements to procurement documents.

When the project requires procurement of complex goods and services, please use the Request for Proposal process described in the below table. This process requires the use of a two-envelope system, which means submission of the financial and technical bids in separate envelopes or emails. The DCA annexes to use will depend on the contract category and are specified in the below table. These annexes derive from the Local Open Tender procedure, which is similar to the UNHCR Request for Proposal. It is important to use these annexes as they include central UNHCR requirements to procurement documents. To avoid confusion, please note that DCA uses the Request for Proposal terminology to describe the solicitation documents used for Services or Works processes, whereas UNHCR uses the terminology for a procedure for both goods and services with high complexity.

For procurement values above USD 10,000, UNHCR requires bid submission in one or two sealed envelopes or to a designated email. For the ITB process, the Procurement Committee may choose if they require separate technical and financial offers or if the bid may be submitted in one sealed envelope. For the RFP process, it is mandatory to use the two-envelope system. This is stricter than the DCA Procurement Manual, and please customize the relevant DCA annex to meet this requirement.

For procurement values above USD 10,000, all supplier questions must be received in writing and DCA’s responses shared with all bidders, while maintaining confidentiality. This is stricter than the DCA Procurement Manual.

UNHCR requirements do not allow suppliers and candidates to attend the tender opening. This is solely for the Procurement Committee and other authorized staff and this is stricter than the DCA Procurement Manual.
Negotiations are typically justified when the price exceeds the procurement budget or there is only one compliant offer and the Procurement Committee finds the price unreasonable or the lowest offer includes a technical offer beyond the requested or an increase in the quantity might result in a quantity discount. Please take note of one clear distinction where UNHCR only allows negotiations with the selected supplier or candidate, and negotiations must take place prior to contract signature with the purpose of ensuring value for money for DCA.

In conclusion, to meet the UNHCR requirements for procurement procedures between USD 10,000 and 150,000 please implement a combination of the DCA Negotiated Procedure for Supply, Services or Works as per section 6.2, 7.2 and 8.2 and the DCA Local Open Tender for Supply and Services as per section 6.3 and 7.3 in the DCA Procurement Manual. Please observe and implement the following additional UNHCR requirements indicated in italic and bold in the below step guide.

For compliance and documentation purposes, please use the DCA templates listed under ‘DCA Annex’ as per the applicable contract category.

### The steps for procurement procedure for Supply, Service, Works Contracts between USD 10,000 – 150,000

<table>
<thead>
<tr>
<th>Step</th>
<th>Description</th>
<th>DCA Annex</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td><strong>Requisition / Draft specifications</strong></td>
<td><strong>Log Manual Annex 3.02 Purchase Request</strong></td>
</tr>
<tr>
<td></td>
<td>Initiate the procurement as per the Procurement Plan by completing the Purchase Request. Take care in identifying the technical specifications or the Terms of Reference of the Supply, Service or Works under procurement.</td>
<td>Start a File in ADMIND</td>
</tr>
<tr>
<td></td>
<td>Create a File in ADMIND, with the description 'Purchase Request' followed by the number</td>
<td></td>
</tr>
</tbody>
</table>
| 2    | **Prepare a Short list** | GEN 13: List of Suppliers/Candidates and Tender Receipt Form  
GEN 11: Business Opportunity / Tender Notice |
|      | Invite a minimum of 8 suppliers or candidates using ADMIND, market knowledge or internet to source current and new suppliers. | |
|      | Please publish a Tender Notice in a suitable media. | |
| 3    | **Draft and Invite Bids** | ITB process:  
SUP 2: Request for Quotation (Supply)  
SER 2: Request for Proposal (Service)  
WOR 1: Request for Proposal (Works) |
|      | Decide if it is an ITB or RFP process as per below. | |
|      | **ITB For goods and services with standard and firm specifications or TOR that can be expressed qualitatively and quantitatively.** | |
|      | Supplier or candidates are invited simultaneously and the bid must be submitted in a sealed envelope marked with the closing time etc. | |
|      | **RFP For procurement of goods and services that cannot be expressed in sufficient detail for example in the case of professional services and complex goods and works. The bid document must request a technical proposal offering a solution to the requirements specified in the bid document, as well as a separate commercial proposal.** | |
|      | RFP process:  
SUP 3: Tender Dossier (Supply)  
SER 6: Tender Dossier (Service)  
WOR 1: Request for Proposal (Works) |
Supplier or candidates are invited simultaneously and the **two-envelope system, one for technical solution and one for commercial offer is required.**

For both ITB and RFP, if clarifications/amendments to the bid document are needed, written questions are accepted and all potential bidders shall receive a copy of the questions and answers simultaneously.

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<table>
<thead>
<tr>
<th>Step</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>4</td>
<td><strong>Receive Bids</strong>&lt;br&gt;For each bid received, register the date and time of receipt. Keep all received bids unopened in a secure place until the tender opening.</td>
</tr>
<tr>
<td>5</td>
<td><strong>Open Bids</strong>&lt;br&gt;After the bid deadline minimum 2 persons from the Procurement Committee open and register the bids, while validating that the bids meet the administrative requirements (documents submitted, eligibility and signature).</td>
</tr>
<tr>
<td>6</td>
<td><strong>Evaluate Bids</strong>&lt;br&gt;Evaluate bids in writing and select the best offer. Bids that have passed the administrative compliance are subject to technical and financial evaluation. <strong>For a highly technical product, where it is difficult to express the required quality, and where the technical capability is more important than the price, please consider assigning a weight to the technical evaluation e.g. 60% and the price e.g. 40%. This would be a RFP process.</strong></td>
</tr>
<tr>
<td>7</td>
<td><strong>Negotiate (optional)</strong>&lt;br&gt;Negotiation with the <strong>selected supplier or candidate, prior to contract signature</strong> with the purpose of ensuring best value for money for DCA without compromising the procurement principle. Negotiations must be documented and may only take place if provided for in the solicitation document.</td>
</tr>
<tr>
<td>8</td>
<td><strong>Issue Purchase Order or Contract</strong>&lt;br&gt;Based on the result of the evaluation, update ADMIND with ranking 1-3</td>
</tr>
<tr>
<td>9</td>
<td><strong>Letter to unsuccessful</strong>&lt;br&gt;Unsuccessful suppliers shall be notified of the result of the procedure.</td>
</tr>
</tbody>
</table>

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**ITB process:**
- SUP 4: Evaluation Grid (Supply)
- SER 3: Evaluation Grid for Negotiated Procedure (Services)
- WOR 3: Evaluation Grid and Report (Works)

**RFP process:**
- SUP 5: Evaluation Grid for Open Tenders (Supply)
- SER 7: Evaluation Grid for Open Tenders (Service)

**ADMIND / Supplier Card / Supplier Products**
suppliers

<table>
<thead>
<tr>
<th>Award Notice</th>
<th>To be published in a suitable procurement media.</th>
<th>GEN 17: Award Notice (Optional below EUR 30,000)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Receipt and Inspection</td>
<td>Inspect that goods and services received comply with the Purchase Order or Contract. Sign and file a proof of receipt / delivery note / copy of the Service output / Certificate of Final Completion for Works</td>
<td></td>
</tr>
</tbody>
</table>

### 2.4 PROCUREMENT PROCEDURE BETWEEN USD 150,000 AND 1 MILLION

For all thresholds above USD 10,000 UNHCR operates with two formal tender processes: the Invitation to Bid (ITB) and the Request for Proposal (RFP). Please refer to the below table for a summary of the process requirements different to the DCA Procurement Manual for procurement of goods and services at this threshold.

<table>
<thead>
<tr>
<th>UNHCR Invitation to Bid (ITB)</th>
<th>UNHCR Request for Proposal (RFP)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Used for goods and services with standard and firm specifications and/or TOR which can be expressed qualitatively and quantitatively</td>
<td>Used for professional services and complex goods and works, which cannot be expressed in sufficient details</td>
</tr>
<tr>
<td>Submitted in either one or two sealed envelope</td>
<td>The two-envelope system, one for technical solution and one for commercial offer is required</td>
</tr>
<tr>
<td>Bidders may not attend the bid opening session</td>
<td>Negotiations are rare and may only take place with the selected bidder, but prior to contract signature and only if provided for in the tender document</td>
</tr>
</tbody>
</table>

The vast majority of procurements undertaken in a UNHCR funded project will fall under the ITB process where clear specifications, known quantity and meaningful references to quality are possible. For goods, this would be items such as computers, transport solutions, office equipment, agricultural input etc. It is not common to have service procedures at this threshold. When purchasing goods and services under an ITB process under this threshold, the DCA annexes to use will depend on the contract category and are included in the below table. It is important to use these annexes as they include central UNHCR requirements to procurement documents. For the ITB process, the Procurement Committee may choose if they require separate technical and financial offers or if the bid may be submitted in one sealed envelope. This first is stricter than the DCA Procurement Manual, and please customize the relevant DCA annex to meet this requirement, if chosen.

When the project requires procurement of complex goods and services, please use the Request for Proposal process described in the below table. This process requires the use of a two-envelope system, which means submission of the financial and technical bids in separate envelopes or emails. This is stricter than the DCA Procurement Manual, and please customize the relevant DCA annex to meet this requirement. The DCA annexes to use will depend on the contract category and are specified in the below table. These annexes derive from the Local Open Tender procedure, which is similar to the UNHCR Request for Proposal. It is important to use these annexes as they include central UNHCR requirements to procurement documents. To avoid confusion, please note that DCA uses the Request for Proposal terminology to describe the solicitation documents used for Services or Works processes, whereas UNHCR uses the terminology for a procedure for both goods and services with high complexity.
UNHCR allows for negotiations at this threshold, which the DCA Procurement Manual does not. Please observe that negotiations must be provided for in the solicitation document. Typically negotiations are justified when the price exceeds the procurement budget or there is only one compliant offer and the Procurement Committee finds the price unreasonable or the lowest offer includes a technical offer beyond the requested or an increase in the quantity might result on a quantity discount. UNHCR only allows negotiations with the selected supplier or candidate, and negotiations must take place prior to contract signature with the purpose of ensuring value for money for DCA.

UNHCR requirements do not allow suppliers and candidates to attend the tender opening. This is solely for the Procurement Committee and other authorized staff.

The UNHCR requirements to the recommended number of invited suppliers and candidates increases with the value of the procedure. The only UNHCR difference in requirement between this and the previous threshold is the number of suppliers and candidates to invite.

To meet the UNHCR requirements for procurement procedures between USD 150,000 and 1 million, please implement the DCA Local Open Tender for Supply and Services as per section 6.3 and 7.3 in the DCA Procurement Manual. Please observe and implement the following additional UNHCR requirements indicated in italic and bold in the below step guide. For Works contracts, no DCA Local Open Tender solicitation documents exist. Instead, please use the Negotiated Procedure for Works and customize as required or seek the assistance of the Procurement and Logistics Unit in Copenhagen, Denmark.

For compliance and documentation purposes, please use the DCA templates listed under ‘DCA Annex’ as per the applicable contract category.

The steps for procurement procedure for Supply, Service, Works Contracts between USD 150,000 – 1,000,000

<table>
<thead>
<tr>
<th>Step</th>
<th>Description</th>
<th>DCA Annex</th>
</tr>
</thead>
</table>
| 1    | Requisition / Draft technical specifications and Terms of Reference (TOR) | Initiate the procurement as per the Procurement Plan by completing the Purchase Request. Take care in identifying the technical specifications or the Terms of Reference of the Supply, Service or Works under procurement.  
Create a File in ADMIND, with the description ‘Purchase Request’ followed by the number | Log Manual Annex 3.02 Purchase Request  
SUP 3: Tender Dossier  
SER 6: Tender Dossier  
Start a File in ADMIND |
| 2    | Draft Tender Dossier | Decide if it is an ITB or RFP process as per below.  
**ITB** For goods and services with standard and firm specifications or TOR that can be expressed qualitatively and quantitatively.  
Supplier or candidates are invited simultaneously and the bid must be submitted in a sealed envelope marked with the closing time etc.  
**RFP** For procurement of goods and services that cannot be expressed in sufficient detail for example in the case of professional services and complex goods and works. The bid document must request a technical proposal offering a solution to the requirements specified in | SUP 3: Tender Dossier (Supply)  
GEN 9: Sample of Distribution Schedule (Supply)  
GEN 9: Sample of Overall Work Plan (Supply)  
SER 6: Tender Dossier (Service)  
**WOR 1: Request for Proposal (Works)** |
the bid document, as well as a separate commercial proposal.

Supplier or candidates are invited simultaneously and the two-envelope system, one for technical solution and one for commercial offer is required.

<table>
<thead>
<tr>
<th>Step</th>
<th>Activity</th>
<th>Details</th>
</tr>
</thead>
<tbody>
<tr>
<td>3</td>
<td>Publish Tender Notice</td>
<td>Invite a minimum of 12 suppliers or candidates using ADMIND and the Tender Notice. Specify the main content of the Tender Dossier in the Tender Notice and publish it in a suitable procurement media. The deadline shall not be less than 21 days from the date of the advertisement. The Tender Dossier shall be available on the date of the advertisement.</td>
</tr>
<tr>
<td>4</td>
<td>Submit Tender Dossier</td>
<td>Record supplier or candidates who have received the Tender Dossier. Identify each Tender with a number. If clarifications/amendments to the Tender Dossiers are needed, all potential tenderers shall receive a copy of the questions and answers simultaneously.</td>
</tr>
<tr>
<td>5</td>
<td>Receive Tenders</td>
<td>For each bid received, register the date and time of receipt. Keep all received bids unopened in a secure place until the tender opening.</td>
</tr>
<tr>
<td>6</td>
<td>Conduct Tender Opening Session</td>
<td>After the tender deadline minimum 2 persons from the Procurement Committee open and register the bids, Tenderers are not allowed to attend the tender opening.</td>
</tr>
<tr>
<td>7</td>
<td>Ensure Administrative Compliance</td>
<td>Post qualification of tenderers after the tender opening. Validating that tenderers meet the administrative requirements (received before the deadline, relevant, documents submitted, eligibility and signature).</td>
</tr>
<tr>
<td>8</td>
<td>Evaluate and select Tenderer</td>
<td>Evaluate tenders in writing and select the best offer. Tenders which have passed the administrative compliance, are subject to technical and financial evaluation. For a highly technical product, where it is difficult to express the required quality, and where the technical capability is more important than the price, please consider assigning a weight to the technical evaluation e.g. 60% and the price e.g. 40%. This would be a RFP process.</td>
</tr>
<tr>
<td></td>
<td>Negotiate (optional)</td>
<td>Negotiation with the selected supplier or candidate, prior to contract signature with the purpose of ensuring best value for money for DCA without compromising the procurement principle. Negotiations must be documented and may only take place if</td>
</tr>
</tbody>
</table>
### 2.5 PROCUREMENT PROCEDURE ABOVE USD 1 MILLION

Please refer to the description in the previous section 2.4 and please refer to the below step guide.

<table>
<thead>
<tr>
<th>Step</th>
<th>Description</th>
<th>Annex</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 &amp; 2</td>
<td>Follow the procedure as described under 2.4 Local Open Tender</td>
<td>GEN 11: Business Opportunity / Tender Notice</td>
</tr>
<tr>
<td>3</td>
<td>Publish Tender Notice Internationally</td>
<td>Invite a minimum of 20 suppliers or candidates using ADIND in consultation with UNHCR Country Office that will seek the advice of UNHCR HQ/PMCS.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Specify the main content of the Tender Dossier in the Tender Notice and publish it in the project country and internationally. Depending on the nature of the required resources, the deadline for submitting tenders shall not be less than 30 days from the date of issuing the Tender Notice. The Tender Dossier shall be available on the date of the advertisement of the Tender Notice.</td>
</tr>
<tr>
<td>4-12</td>
<td>Follow the procedure as described under 2.4 Local Open Tender</td>
<td></td>
</tr>
</tbody>
</table>
3 DCA VENDOR MANAGEMENT

Please refer to the DCA Procurement Manual section 4.11, which instructs DCA offices and partners to take care in sourcing suppliers and candidates as broadly as possible to meet the procurement principles of transparency and equal opportunity, and to reduce the ethical and commercial risks. In addition to these instructions the below Vendor Management System is applicable to all projects with UNHCR funding.

DCA’s Vendor Management System consists of a sourcing and pre-qualification process where the Procurement Committee screens the Supplier Registration Form and includes the supplier or candidate in ADMIND as eligible or ineligible. The Procurement Committee will shortlist eligible suppliers and candidates from ADMIND, and request unlisted suppliers or candidates to submit a Supplier Registration Form for screening. Only suppliers or candidates who have submitted a Supplier Registration Form, and who have been registered in ADMIND as eligible can become a contractor. Lastly, every quarter, a random performance evaluation process takes place upon delivery of the goods and services. The result of the evaluation is included in ADMIND for future reference.

3.1 SOURCING AND PRE-QUALIFICATION OF SUPPLIERS AND CANDIDATES

The sourcing and pre-qualification of suppliers and candidates can take place by soliciting interested suppliers and candidates through an annual process, in connection with the individual procurement procedure and at any time when a supplier or candidate submits an unsolicited Supplier Registration Form. For the latter situation, the sourcing and pre-qualification process described below will start from step 3.

Please take care in planning the sourcing and pre-qualification process to ensure no delays in the procurement procedures and timely delivery of project and office inputs. To ensure efficiency in the Vendor Management System it is important to follow the below process.

**Sourcing and Pre-qualification of Suppliers and Candidates**

<table>
<thead>
<tr>
<th>Step</th>
<th>Description</th>
<th>Annex</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Identify goods and services</td>
<td>The procurement Committee collects a list of required goods and services for the coming year</td>
</tr>
<tr>
<td>2</td>
<td>Post the Advertisement</td>
<td>The Procurement Committee identifies where best to post the Advertisement for Business Opportunity e.g. newspaper, trade magazine, online forums, office board etc.</td>
</tr>
<tr>
<td></td>
<td>Request in Procurement Document</td>
<td>If the supplier or candidate to be invited is not in ADMIND, ensure that the procurement document instructs that suppliers who have not previously submitted a Supplier Registration Form must do so</td>
</tr>
<tr>
<td>3</td>
<td>Receive the Supplier Registration Form</td>
<td>The Procurement Committee identifies an address to receive the letters and Supplier Registration Forms</td>
</tr>
<tr>
<td>4</td>
<td>Pre-qualification</td>
<td>If the interested supplier or candidate is not in ADMIND already, please move on to screen the information based on the pre-qualification criteria</td>
</tr>
<tr>
<td></td>
<td>If the interested supplier or candidate is already in ADMIND / Supplier Card</td>
<td></td>
</tr>
</tbody>
</table>
ADMIND, please identify if the supplier or candidate is included as eligible or ineligible

If the supplier or candidate provides no new information, the Procurement Committee maintains the previous decision (eligibility/ineligibility) and informs the supplier or candidate in writing.

The Procurement Committee updates ADMIND Supplier Card with the decision

If the supplier or candidate provides new information, the Procurement Committee screens the information received and decides if the supplier or candidate can be deemed eligible based on the new information

The Procurement Committee updates ADMIND Supplier Card with the decision

The Procurement Committee informs the supplier or candidate of their decision in writing and provides an explanation based on the pre-qualification

For elaboration of the above process, please refer below.

3.1.1 Step 1 – Identify Goods and Services
For sourcing suppliers and candidates, the DCA Procurement Manual section 4.11.1 requires that at the beginning of every project, annex 1 Advertisement for Business Opportunity is posted. The annex 1 attached with this document, is a customized version of the Advertisement for Business Opportunity meeting the UNHCR procurement requirements. This document is for use by the DCA office or partner in their sourcing and pre-qualification process.

Whether the Advertisement for Business Opportunity is posted in connection with a new project or on an annual basis, the Procurement Committee identifies the goods and services needed and to be included in the Advertisement. This information can be derived from the office or project procurement plan.

3.1.2 Step 2 – Post the Advertisement or Request in the Procurement Document
It is a requirement that all potential suppliers and candidates not yet registered in ADMIND, fill in the Supplier Registration Form included with this document in Annex 2. This form is also an integral part of Annex 1 – Advertisement for Business Opportunity.

To reach as many suppliers and candidates as possible, the Procurement Committee must select relevant online sourcing sites, newspapers, magazines and public boards for the advertisement. It is also possible to forward the advertisement directly to known suppliers and candidates, relevant to screen for acceptance into the database.

If the shortlisted supplier or candidate is not in ADMIND, please ensure that the procurement document instructs that suppliers who have not previously submitted a Supplier Registration Form must do so.

3.1.3 Step 3 – Receive the Supplier Registration Form
The Procurement Committee identifies an email or postal address where the suppliers and candidates can send their letter with the Supplier Registration Form expressing their interest in becoming a contractor.

3.1.4 Step 4 – Pre-qualification
Upon receipt of the Supplier Registration Form, the Procurement Committee is responsible for screening the information using the pre-qualification section of Annex 2 Supplier Registration Form, which captures the content
of the screening. The Procurement Committee decides if the supplier or candidate is eligible and thus pre-qualified for future procurement procedures with UNHCR funds.

**Before Screening**

Before any screening takes place, it is important to search ADMIND to establish if the supplier or candidate has applied previously and if they have been rejected/deemed ineligible or accepted/deemed eligible.

If the supplier or candidate is already in the database as eligible, the purpose of the screening is to identify if the information submitted in Annex 2 Supplier Registration Form changes the status.

If the supplier or candidate is already in the database as ineligible, the purpose of the screening is to identify if the information submitted in Annex 2 Supplier Registration Form is sufficient to change the status to eligible.

If the supplier or candidate is not in the database, the purpose of the screening is to establish if they are eligible or ineligible to become a contractor.

**Screening**

The Procurement Committee will screen the received Supplier Registration Forms and base their decision on the following pre-qualification criteria:

<table>
<thead>
<tr>
<th>Pre-Qualification Criteria</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Relevance of the goods and services offered to DCA</td>
<td>The Procurement Committee will determine if the goods and services offered are part of the Advertisement of Business Opportunity, included in a current Procurement Plan, regularly purchased for the office or of potential future relevance. Only then, is it relevant to register the goods or services in ADMIND.</td>
</tr>
<tr>
<td>2 Technical Competence</td>
<td>Where applicable and based on the national and international quality assurance certifications held by the company, the product information provided and the network of authorized dealers for aftersales service the Procurement Committee will determine the supplier or candidate's technical competence.</td>
</tr>
<tr>
<td>3 Business Experience and Capacity</td>
<td>The Procurement Committee will determine if the supplier or candidate has the relevant experience based on the company’s past exports, experience with similar organisations and references provided.</td>
</tr>
<tr>
<td>4 Financial Stability</td>
<td>Based on the company’s most recent annual or audited financial report, the Procurement Committee will establish if the supplier or candidate has sound financials. This means that there are no deficit in net worth, bankruptcy proceedings, insolvency or bad credit or payment history. Furthermore, the Procurement Committee will establish if the company is of sufficient financial capacity to fulfil a given contract. Failure to submit requested documentation will normally disqualify the supplier or candidate.</td>
</tr>
<tr>
<td>5 Payment Terms</td>
<td>The Payment terms offered by the supplier or candidate should correspond to the DCA standard payment terms or the supplier or candidate would usually be disqualified.</td>
</tr>
<tr>
<td>6 DCA’s General Terms and Conditions</td>
<td>Failure to accept without restrictions DCA’s General Terms and Conditions will usually disqualify the supplier or candidate.</td>
</tr>
<tr>
<td>7 Past performance with DCA</td>
<td>For suppliers and candidates under re-evaluation, their performance history will be evaluated as a whole and be a factor in the decision.</td>
</tr>
</tbody>
</table>
Information to Suppliers and Candidates

Following the screening, the Procurement Committee will inform the supplier or candidate in writing of their decision and the result of the screening based on the pre-qualification criteria.

3.2 ELIGIBILITY OF SUPPLIERS AND CANDIDATES

Suppliers and candidates are eligible to become DCA Contractors if omitted from the United Nations list of suspended and removed vendors. To determine if this is the case, please contact the below office while informing of the full supplier details found in section 1 in the Supplier Registration Form.

UNHCR
Procurement Service, Field Procurement Unit
Budapest, Hungary
Mr. Kristof Horvath - email: horvath@unhcr.org

Furthermore, supplier and candidates are eligible as DCA contractors if they have submitted a Supplier Registration Form and following a screening based on the pre-qualification criteria, the Procurement Committee has registered the company in ADMIND as an eligible supplier or candidate.

For every procurement procedure launched, the Procurement Committee will shortlist eligible suppliers and candidates from ADMIND as follows below in addition to other relevant suppliers and candidates not yet in ADMIND. The principle of competition and best value for money prohibits the artificial creation of competition by adding suppliers and candidates who are not able to deliver the required goods and services or are ineligible to the shortlist (GEN 13 List of Suppliers/Candidates and Tender Receipt Form).

a. Suppliers or candidates who delivered against the last contract
b. The best three suppliers or candidates from the last procurement procedure
c. Newly identified suppliers or candidates
d. Other relevant suppliers or candidates not yet in the ADMIND database

A search in ADMIND will identify suppliers and candidates meeting the above criteria.

3.3 PRE-AWARD SURVEYS

When a new supplier or candidate will become the contractor of a high-value-contract, a contract with high priority or a contract for complex goods or services, UNHCR recommends a pre-award survey as part of the technical review of the offer. A pre-award survey normally includes the supplier or candidate’s credit rating, technical capacity, facilities, experience, references, financial capacity, production equipment and type of personnel. If the Procurement Committee lacks the necessary time or expertise to perform the pre-award survey, prior to the launch of the procurement procedure, please determine if there is a need to contract, a company specialized in pre-award surveys. In the planning, please take into consideration the time required to do so, to avoid delay in the implementation of the activity.

3.4 CONTACTOR PERFORMANCE EVALUATION

Contractor performance involves both the evaluation of how a given supplier or candidate is ranked in a procurement procedure as well as how the chosen supplier or candidate performs against the contractual requirements. In addition to the requirements of the DCA Procurement manual in section 6.5 Receiving Supplies and the Receipt and Inspection in each step guide, please undertake the below steps.

<table>
<thead>
<tr>
<th>Contractor Performance Evaluation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Step</td>
</tr>
</tbody>
</table>


1  Bidding performance  The Procurement Committee keeps ADMIND updated with the ranking (1-3) for each procurement procedure, which the supplier or candidate has participated in  ADMIND / Product Card / Performance field

2  Contract performance  Upon completion of a contract, the procurement Committee evaluates the performance of the supplier or candidate based on the pre-defined criteria, and includes the result in ADMIND  ADMIND / Supplier Card / Performance

3.4.1 Step 1 – Bidding Performance
Following the completion of every procurement procedure, the Procurement Committee will update ADMIND with the three best suppliers or candidates, ranking them from 1 – 3. The number 1 will indicate that the supplier or candidate won the contract and the number 3 will indicate that the supplier or candidate came third. This ranking is updated in ADMIND under the Supplier Card / Supplier Products and please refer to ADMIND section 3.5 below.

3.4.2 Step 2 – Contract Performance
Following the completion of a contract and the receipt of the delivery note or completion certification, the Procurement Committee must evaluate the contractor’s performance. Every quarter the Procurement Committee randomly selects every 4th delivery (Purchase Orders) from an ADMIND Purchase order report covering the past 6 months and with the ‘status’ set at ‘closed’. The Procurement Committee evaluates the contractors’ performances of these 25% randomly selected deliveries based on the criteria listed below. The Procurement Committee will update the ADMIND database with the performance ranking (A, B or C as per below) and keep a copy of the evaluation in the procurement file. Furthermore, they will upload the performance evaluation in ADMIND under the Supplier Card / Performance.

Contractor performances rated at ‘C’ will result in the company’s eligibility changing to ‘ineligible’. Please refer to performance ranking ‘C’ below for a description. This will result in the ADMIND Suppliers’ List turning red in colour. After 12 months, the Suppliers’ List in ADMIND will automatically turn yellow indicating, that the company may now be re-evaluated for possible inclusion among the eligible suppliers and candidates in ADMIND.

<table>
<thead>
<tr>
<th>Contract Performance Criteria</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>1  Fulfilment of delivery schedule</td>
<td>Delivery schedules may change due to various circumstances. This criteria means delay that goes beyond what DCA has agreed to</td>
</tr>
<tr>
<td>2  Compliance with contractual terms and conditions or special requirements of the contract</td>
<td>For a supply contract, this can be compliance with the warranty provisions, delivery of all the requested product manuals, submission of relevant documents and packing and shipping as per instruction. For services, this could be that the Contractor has complied with all the requirements for reporting during the contract and other identified milestones</td>
</tr>
<tr>
<td>3  Quality of goods and services provided in accordance with contractual terms and conditions</td>
<td>Information from the delivery note / Service output / Certificate of Final Completion</td>
</tr>
<tr>
<td>4  Timely response to DCA’s request to rectify discrepancies, and resolve claims</td>
<td></td>
</tr>
</tbody>
</table>

Contract Performance Criteria Description

1  Fulfilment of delivery schedule Delivery schedules may change due to various circumstances. This criteria means delay that goes beyond what DCA has agreed to

2  Compliance with contractual terms and conditions or special requirements of the contract For a supply contract, this can be compliance with the warranty provisions, delivery of all the requested product manuals, submission of relevant documents and packing and shipping as per instruction. For services, this could be that the Contractor has complied with all the requirements for reporting during the contract and other identified milestones

3  Quality of goods and services provided in accordance with contractual terms and conditions Information from the delivery note / Service output / Certificate of Final Completion

4  Timely response to DCA’s request to rectify discrepancies, and resolve claims
Based on the above four criteria, the Procurement Committee will assign one of the following three performance rankings:

<table>
<thead>
<tr>
<th>Performance Rankings</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>to a supplier or candidate that performs on all four criteria or to a supplier or candidate that only has an occasional problem, but rectifies the problem immediately upon request by DCA.</td>
</tr>
<tr>
<td>B</td>
<td>to a supplier or candidate that repeatedly has problems with meeting the delivery deadline and/or is supplying sub-quality goods and services but is willing to rectify the problems whenever identified.</td>
</tr>
<tr>
<td>C</td>
<td>to a supplier or candidate that repeatedly has problems with meeting the delivery deadline and/or is supplying sub-quality goods and services and is unwilling or unable to rectify the problems when requested by DCA. This supplier or candidate should be re-evaluated. For this purpose, please identify the company as ineligible in ADMIND.</td>
</tr>
</tbody>
</table>

3.5 THE ADMIND DATABASE

Based on the result of the pre-qualification process, the Procurement Committee ensures update of the supplier and candidate information in ADMIND as follows below. Please also refer to the ADMIND User Manual.

3.5.1 Suppliers

Under the Suppliers menu, the first screen provides an easy overview of the most important information for each supplier or candidate including, name, country, eligibility, contractor performance. Furthermore, this is where the Supplier Registration Form including all the documentation provided by the supplier or candidate and the Procurement Committee’s pre-qualification conclusion. When available, an icon in the ‘Documents’ column will indicate that the Supplier Registration Form is available. This documentation will allow the Procurement Committee to consult their decision, should the same supplier or candidate again submit a Supplier Registration Form.

ADMIND screen dump of Suppliers:
ADMIND screen dump of document upload under Suppliers:
3.5.2 The Supplier Card / General

Under General, the following information in the Supplier Card is available and updated, and please also refer to a screen dump of the same below:

- Creation date
- Full name and address
- Contact person and contact details
- VAT No.
- Nature of business
- Payment terms
- Discount available, if any
- UNHCR. This box is selected, if the supplier has been approved as a supplier under a UNHCR programme.
- Eligible / ineligible. The company's eligibility is indicated with either selecting the eligible or ineligible box.
- The company's accept of DCA General Terms and Conditions and Code of Conduct

ADMIND screen dump of Supplier Card / General:
3.5.3 The Supplier Card / Performance

As described under section 3.4.2, the supplier or candidate will receive a performance evaluation. The result is captured in ADMIND under the Supplier Card / Performance. Please select the relevant performance ranking – A, B or C as illustrated below.

If the Contractor Performance is rated ‘C’, the company’s eligibility is changed to ‘ineligible’. Please refer to ‘C’ for a description. This will result in ‘Suppliers’ turning red in colour, please refer below. After 12 months, ‘Suppliers’ will automatically turn yellow indicating, that the company must be re-evaluated, if still relevant as a supplier or candidate.

ADMIND screen dump of Supplier Card / Performance:
ADMIND screen dump of ineligible ‘C’ rated Contractor:

- **A** - to a supplier or candidate that performs on all four criteria or to a supplier or candidate that only has an occasional problem, but rectifies the problem immediately upon request by DCA.
- **B** - to a supplier or candidate that repeatedly has problems with meeting the delivery deadline and/or is supplying sub-quality goods and services but is willing to rectify the problems whenever identified.
- **C** - to a supplier or candidate that repeatedly has problems with meeting the delivery deadline and/or is supplying sub-quality goods and services and is unwilling or unable to rectify the problems when requested by DCA. This supplier or candidate should be re-evaluated. For this purpose, please identify the company as ineligible in the ADMIND database.
3.5.4 The Supplier Card / Supplier Products
As described in section 3.4.1 UNHCR requires that suppliers’ and candidates’ bid performance are captured and used for the shortlisting of suppliers and candidates for future invitations. Consequently, the Company’s performance in the latest procurement procedure must be updated in ADMIND. The result is captured under Supplier Card / Supplier Products as illustrated below.

ADMIND screen dump of Supplier Card / Supplier Products:
3.5.5 The Supplier Card / Comments

The Supplier Registration Form including all documents submitted is attached under ‘Suppliers’. However, should the Procurement Committee like to extract specific information e.g. After Sales Service and Quality Assurance Certification information, this can be added to the comments field as illustrated below.

ADMIND screen dump of Supplier Card / Comments:
3.5.6 Products
The Products Menu includes products relevant to DCA as well as product information in the form of data sheets, brochures etc. An icon in the ‘Documents’ column will indicate that the product has a data sheet attached.

**ADMIND screen dump of Product, Product Card:**
4 DCA AUTHORIZATION SCHEDULE

The DCA Procurement Manual section 2.3 instructs DCA Country Office or DCA Implementing Partner to establish a Procurement Committee as the responsible entity to undertake procurement in the office or project. To safeguard the integrity of the procurement procedure and to protect DCA or Partner staff against unjust accusations of wrongdoing, the same staff is not allowed to make purchase commitments and make or approve payments. Consequently, the duties must be segregated and each DCA Country Office must ensure that the authorization schedule is in place and updated. DCA Implementing Partner complies with the authorization schedule in place for their organisation.
5 DCA ANNEXES

ANNEX 1 – ADVERTISEMENT OF BUSINESS OPPORTUNITIES

Date: <insert>  
Reference no: <insert>  
Subject: Supply of various good and services  
Contracting Authority: <insert>  
Deadline for submission of letter of interest: <insert>

<A brief description of the project, funding, and other relevant information>

<Name of the Contracting Authority>, <country>, in cooperation with its partner <name of partner> invites qualified suppliers or candidates of one or several of the following goods and services to respond to this advertisement. Suppliers and candidates who respond to this advertisement, and provide the required information will be screened for inclusion in the Contracting Authorities database of eligible suppliers and candidates. Eligible suppliers and candidates in the contracting authority’s database may be invited to participate in Procurement Procedures for the goods and services offered.

Goods and services required by the Contracting Authority for its interventions:

- <description of goods/services>
- <description of goods/services>
- <description of goods/services>

The interested supplier or candidate shall in the letter of interest provide the following information to the Contracting Authority using the contact details below:

- Indicate which goods or services he/she is interested in supplying
- Complete the DCA Supplier Registration Form attached

This is purely information on business opportunities and does not constitute a commitment to purchase or any other form of contractual commitment with the Contracting Authority.

<Name of the Contracting Authority>  
<Address, country>  
<Phone, fax no., email>  
<Contact person>
ANNEX 2 – SUPPLIER REGISTRATION FORM

The annex is an attachment to this Appendix (excel document).