PROCUREMENT GUIDANCE

Expert Panel
MDI Equipment and Services

How to select and contract a Medical Diagnostic Imaging specialist consultant

THE WORLD BANK
IBRD • IDA

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Common Abbreviations and Defined Terms

This section explains the common terms and abbreviations used in this Guidance document. Defined terms are written using capital letters.

Abbreviation / term	Full terminology / definition
Bank	IBRD and/or IDA (whether acting on its own account or in its capacity as administrator of trust funds provided by other donors).
Borrower	A Borrower or recipient of Investment Project Financing (IPF) and any other entity involved in the implementation of a project financed by IPF.
Consultant	A variety of private entities, joint ventures, or individuals that provide services of an advisory or professional nature. Where the Consultant is an individual they are not engaged by the Borrower as an employee.
Firm	A Firm is a consulting or consultancy Firm and is a business of one or more experts (consultants) that provides professional advice to the Bank or a Borrower for a fee.
Framework Agreement	A Framework Agreement is put in place with a provider or range of providers that enables buyers to place orders for services without running lengthy full tendering exercises.
IPF	Investment Project Financing.
Investment Project Financing (IPF)	The Bank's financing of investment projects that aims to promote poverty reduction and sustainable development. IPF supports projects with defined development objectives, activities, and results, and disburses the proceeds of Bank financing against specific eligible expenditures.
Negotiation	Negotiation is a process through which each party tries to achieve their goals in the context of the relationship with the other party.
Procurement Process	The process that starts with the identification of a need and continues through planning, preparation of specifications/ requirements, budget considerations, selection, contract award, and contract management. It ends on the last day of the warranty period.
Value for Money (VfM)	The principle of Value for Money means the effective, efficient, and economic use of resources, which requires an evaluation of relevant costs and benefits, along with an assessment of risks, and non-price attributes and/or life cycle costs, as appropriate. Price alone may not necessarily represent Value for Money.

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Introduction

Purpose

The World Bank (Bank) has established a panel of independent consultants specializing in Medical Diagnostic Imaging (MDI) equipment. These experts are available to provide assistance and support to both Borrowers and the Bank when undertaking Bank financed MDI equipment and services procurements.

This guidance is intended for use by Borrowers' staff and the Bank's task teams. It is non-mandatory. It offers practical advice in undertaking the selection and contracting of an expert from the panel. It explains:

1. why an expert panel of MDI equipment consultants has been established;
2. how to select and contract a consultant from the Expert Panel (call-off contract).

This guidance should be read in conjunction with the Bank's guidance Understanding how to procure Medical Diagnostic Imaging equipment.

Industry Engagement Program

As part of the implementation of the Banks new Procurement Framework (1 July 2016), the Bank established an Industry Engagement Program (IEP). This program aims to improve outcomes in target sectors. The MDI equipment sector was targeted and the Bank engaged with MDI equipment and services manufacturers and suppliers to discuss recurring procurement problems and to identify potential solutions and interventions.

Specialist capacity

MDI equipment is recognized as a highly specialized field and a rapidly evolving market. One of the IEP findings was that the Bank and its Borrowers do not have this in-house specialist technical knowledge and experience. Such expertise is critical when procuring MDI equipment and services, and in particular in relation to:

1. needs identification and project design;
2. design of the procurement approach (including the commercial model, cost benefits evaluation of new technologies and features, costs and pricing methodologies, and service and maintenance costs) and the evaluation methodology and criteria;
3. evaluation and selection of the Most Advantageous Proposal;
4. implementation and contract management.

Expert Panel

It was decided to establish a dedicated resource to support Borrowers' staff and the Bank's task teams. The Bank has established, through its Corporate Procurement department, an expert panel. This was done through openly advertising the opportunity and awarding Framework Agreements to a small group of independent specialists (listed in Appendix 1).

Impartiality

Following the selection, and before concluding the Framework Agreements, the Bank sought feedback from the industry and suppliers on the independence of these specialists. In particular, the Bank wished to determine if any specialist was seen to have an actual, potential or perceived conflict of interest in providing impartial procurement advice to the buyers. No objections were received.

Dedicated resource

The Expert Panel consists of pre-qualified consultants. These comprise three consulting firms and one individual consultant. Their role, as industry experts, is to provide impartial, unbiased advice and feedback to Borrowers' staff and the Bank's task teams on MDI equipment and services procurement, on an as-needs basis.

The MDI equipment Expert Panel became operational in December, 2018. The Expert Panel provides an ongoing supply of dedicated resource for Borrowers and the Bank.

The Framework Agreements have been awarded for an initial period of 3 years, with options, at the Bank's discretion, to extend by a further 1 + 1 years. For Investment Project

Financing (IPF) funded procurements, Borrowers and the Bank may select and contract individual experts, on an as-needs basis, for individual assignments.

Services

When contracted, the consultants are expected to provide advice and support in relation to a variety of issues, including, but not limited to, the following advice on:

1. budget, cost estimation;
2. project development, design and optimization, industry and technical standards;
3. the procurement market, procurement strategy, procurement approach;
4. implementation support to the Bank's borrowers to conduct procurement processes;
5. input, output and performance-based specifications;
6. development of Borrower specifications (technical content);
7. bidding documents;
8. bid evaluation model, approach;
9. specific points on bidders'/proposers' proposals when requested;
10. contractual conditions;
11. setting of contract management, performance standards and KPIs;
12. support to product commissioning, inspection, performance review;
13. handling complaints from industry/bidders;
14. specific issues and other problems referred to it;
15. research papers or presentations where requested by the Bank;
16. industry trends and developments;
17. setting up, specifying, procuring and management of medical equipment service contracts.

A consultant may be selected to provide either project design support or project implementation support, but not both in relation to the same project (due to potential conflict of issue issues). They may also provide technical assistance.

Knowledge transfer

Part of the role of the Expert Panel is to assist in knowledge transfer and capability building. Knowledge transfer should be reflected as part of the Terms of Reference (TOR) to ensure that future reliance on consultants is minimized and the building of internal capability is maximized.

Framework Agreements

The Framework Agreements with these consultants means that they are available for an initial period of three years and can be contracted on an as-needs basis by the Bank. At the Bank's sole discretion this period can be extended by up to two years (1+1). The Framework Agreements also stipulate the daily fee rates agreed in relation to each consultant. Consultants cannot charge more than the agreed daily fee rates, but they have the option to charge less, if they feel that it is appropriate in a closed competitive selection.

Borrowers are not parties to the Framework Agreements. However, a Borrower may leverage the Framework Agreement, meaning that the consultants appointed to the Expert Panel agree to offer their services to Borrowers on the same terms and conditions, including the agreed daily fee rates. Borrowers will use their own procurement processes to award such contracts.

The Bank can award call-off contracts either through a Consulting Services Contract, Purchase Order (where the expert is from one of the three firms), or a Short-Term Consulting (STC) contract (where the expert is an individual consultant).

Table 1. Types of call-off contracts

Expert Panel List	Consulting Services Contract	STC Contract
A.M.P.C. Associated Medical Project Consultants B.V.	✓	
Conseil Sante	✓	
ECRI Institute	✓	
Paulo Giribona (Individual consultant)		✓

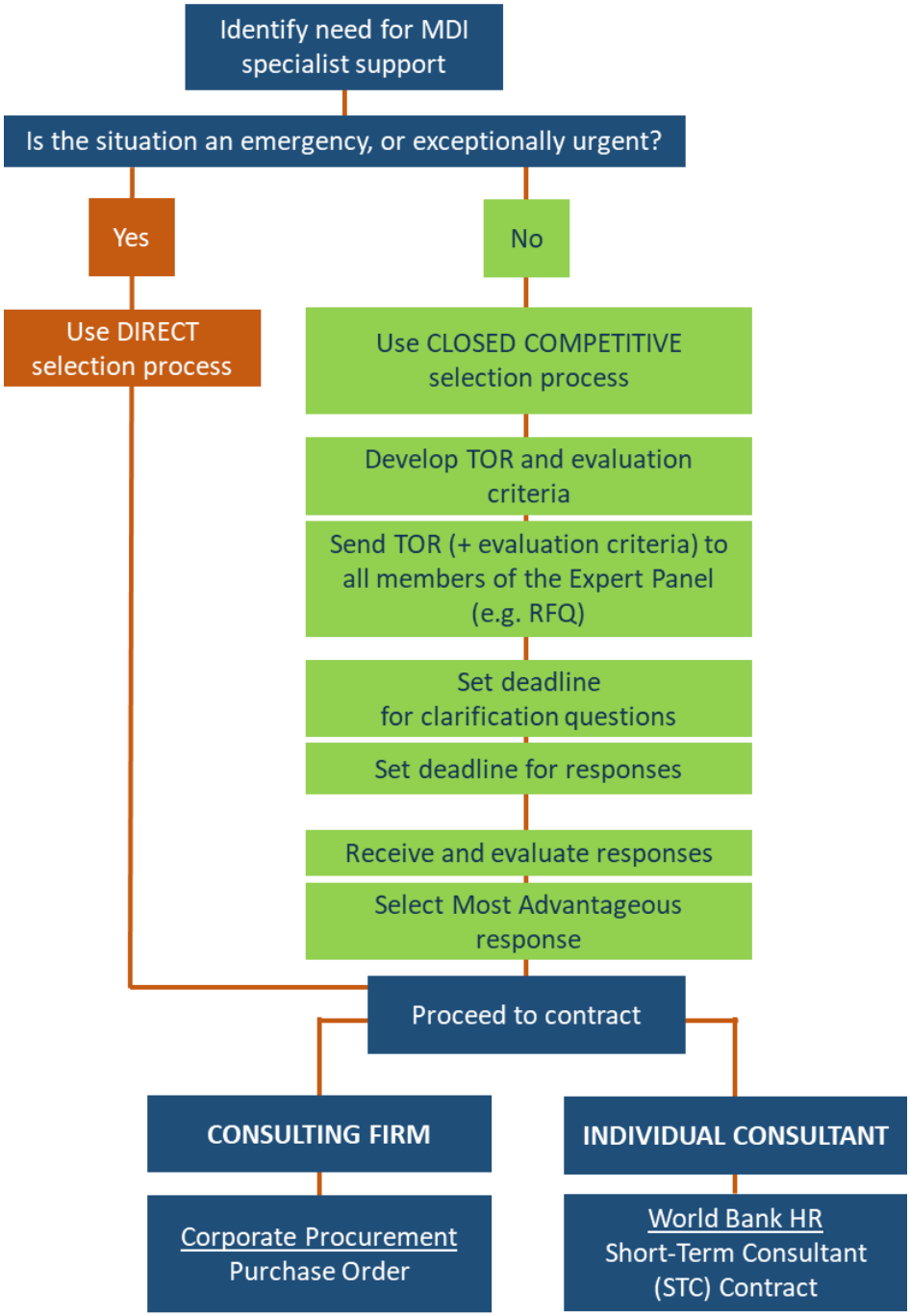
The Bank reserves the right, in an emergency, or exceptionally urgent situations, to directly select an individual or firm from the Expert Panel for an assignment, without undertaking a mini-competition selection process.

Call-off Contract

A member of the Expert Panel is engaged for an assignment through the award of a call-off contract. Diagram 1 summarizes the selection and contracting process.

Typically, this will involve the development of a Terms of Reference (TOR) and relevant evaluation criteria, undertaking a closed mini-competitive process (amongst the pre-qualified Panel of consultants) and contracting with the successful consultant through the award of a call-off contract.

Diagram 1: Expert Panel selection and contracting process



Terms of Reference

A TOR is developed for every assignment. A template in provided Annex 2. This is provided for guidance only. Actual TOR need to be tailored to individual assignments. Each TOR should provide:

1. name of the Project and MDI activity/ies;
2. country;
3. scope of the services with a clear stipulation of the requirements including the type of advice or support to be sought;

4. key deliverables;
5. Key Performance Indicators (KPIs);
6. timeframe and deadline for deliverables.

Evaluation Criteria

Each call-off contract is awarded on the basis of evaluation against rated criteria. Other than when direct selection is being used, a call-off contract will be awarded to the most advantageous response. "Most advantageous response" means the response that represents the optimum combination of quality and cost.

The criteria include price and non-price attributes. The criteria should reflect and align with the TOR. A template for evaluation criteria is provided in Annex 2. This is provided for guidance only. Actual criteria need to be tailored to individual assignments.

As a general rule of thumb, the percentage split for quality and price should be within the parameters set out in Table 2.

Table 2. Percentage range quality and price weightings

Criteria	% Range
Quality (total % for all quality criteria)	60% – 80%
Price	20% – 40 %

This means that the total % for quality can be set at between 60% and 80%. The total % for price can be set at between 20% and 40%. The total overall weightings should add up to 100%.

Table 3 provides an example of weighted criteria within the above quality and price percentages. However, it is important that the actual weightings reflect the priorities contained in the TOR.

Table 3. Example weighted criteria

Criteria	Weightings
Quality	
Key Personnel, level of expertise	55%
Specific experience in the stated MDI equipment or services	15%
Innovation / value added services	10%
Price	
Total cost comprising: 1. Total daily fees 2. Travel costs 3. Reimbursable expenses	20%
Total weightings	**100%**

Pricing mechanism

Each Framework Agreement contains the maximum daily fee rates that can be charged in relation to each consultant. These daily rates are based on an eight-hour working day (excluding breaks). No more than one day can be charged in any 24-hour period. These rates are fixed for the duration of the Framework Agreement. The consulting firms and individual consultant cannot charge more than the Framework Agreement daily fee rates, but they have the discretion to charge less, should they feel it appropriate to do so in a competitive selection process.

Pricing models

In developing the evaluation criteria price can be requested as either:

1. time and materials; or
2. fixed price (one lump-sum covering all fees and costs).

The pricing model should best reflect the requirements.

Closed Competitive Process

For a closed competitive process, the TOR and criteria are sent to all members of the Expert Panel capable of delivering the requirement. This is a closed process, where only the pre-qualified members of the Expert Panel may participate.

This does not mean that basic terms can be renegotiated or that the specification used in establishing the framework can be substantively changed. However, basic terms can be refined or supplemented to reflect particular circumstances that apply to the assignment where these were not and could not be provided for when the Framework Agreements were established.

The rules governing mini competition are:

1. all members of the Expert Panel, capable of performing the assignment, must be sent the TOR and criteria, and invited to submit a written response;
2. a reasonable period of time should be given to allow consultants to prepare responses (what is reasonable will depend on the assignment's scope, scale, complexity, value and risks);
3. a deadline is set for consultants to ask clarification questions and a deadline for the Bank to answer questions (the deadline for the Bank's answer/s must allow sufficient time for the consultants to take into account the answer and amend their responses accordingly); (note: the same answer/s should be provided to all consultants and questions should be anonymized);
4. a deadline is set for the submission of responses (a minimum of 10 working-days);
5. all responses are opened together once the deadline for responses is expires;
6. each response is evaluated based on the evaluation criteria as set out in the TOR;
7. as each consulting firm and individual consultant has been pre-qualified, there is no scope at the closed competitive selection stage to apply criteria such general financial and economic standing or technical ability, as these were addressed while establishing the Framework Agreements;

8. the successful consulting firm or individual must continue to be eligible to be awarded a contract, at the time of the call-off contract.

Table 4 provides an example of the timeline for a closed competitive selection.

Table 4. Example timeline for a closed competitive selection process

Event	Date
Issue TOR and criteria to all members of the Expert Panel	4 February
Deadline for the submission of clarification questions	11 February, 5pm
Deadline for Bank to answer clarifications	13 February, 5pm
Deadline for submission of responses	15 February, 5pm

Submission of responses

Once responses are received, they need to be checked to ensure that they comply with the requirements of the process. Compliance checks include that the response:

1. has been received within the deadline;
2. is in the format required and contains all of information, documentation and copies requested;
3. is from a pre-qualified firm or individual consultant;
4. mandatory questions have been answered;
5. all documentation is completed and attached as requested in the TOR;
6. where daily fee rates are used, the rates quoted are no higher than the daily fee rates fixed in the Framework Agreements;
7. the consulting firm or individual consultant continues to be eligible to be awarded a Bank funded contract.

Quality evaluation

Evaluation of quality is normally undertaken by a panel of evaluators. Evaluation must be done strictly in accordance with the evaluation criteria. No other factors may be taken into account during the evaluation.

It is advised that a moderation meeting is held to reach consensus as to the evaluation scores. This provides an opportunity to discuss any anomalies and resolve any opposing views. Detailed records of the evaluation, including weighted scores, should be maintained. On completion of the evaluation, and identification of the most advantageous response, a formal Evaluation Report is prepared. Appropriate approval and sign-off should be obtained before the award of the contract is made.

Award of contract

The nature of the call-off contract will depend upon the appropriate contractual arrangement. As described above, the Bank can award call-off contracts either through a Consulting Services Contract, Purchase Order (where the expert is from one of the three

consulting firms), or a Short-Term Consulting (STC) contract (where the expert is an individual consultant).

All consulting firms and individual consultants must be informed of the outcome of the selection process. This should be done in writing (an email can be sufficient). It is good practice to provide feedback to each consulting firm and individual consultant on the evaluation of their responses, which includes the scores and commentary against the evaluation criteria.

ANNEX 1: Consultants on the Expert Panel

In alphabetical order, the following MDI equipment and services consultants have been appointed to the Expert Panel (October 2018).

A.M.P.C. Associated Medical Project Consultants B.V.

AMPC
Nesland 5
1382 MZ WEESP
THE NETHERLANDS
https://www.ampc.nl/

AMPC International Health Consultants was established in 1988 and is an independent consultancy firm offering a wide range of services in the healthcare sector. AMPC has supported the design, construction, equipping and operation of hospitals, and other healthcare facilities, worldwide for the public and private sector, as well as for Public Private Partnerships (PPP) projects. Their offices are situated in the Netherlands, Nigeria and Portugal.

AMPC have completed projects in almost 50 different countries in Africa, Asia, the Pacific, the Middle-East, Latin-America, the Caribbean and Europe. During the last 30 years they have provided procurement advisory services for Medical Diagnostic Centers, Specialty Hospitals and tertiary (Referral) Hospitals, all in the field of MDI equipment.

Key Consultants

Name	Qualification
Sierd Hoekstra	Master's Degree – Engineering and Management
Arjan van Bergeijk	Master's Degree – International Technology Sciences
Sander van der Wiel	Master's Degree – Biomedical Engineer
Rens Damen	

Proposed technical support team

Name	Qualification
Wilma de Groot	Master's Degree – International & Public Health
Liliane Mpabanzi	Medical Doctor Master's Degree – Global Health Ph.D. – Clinical and Experimental Research
Paul Kellermann Slotemaker	Bachelor's Degree – Business Engineering
Mante Sliepen	Master's Degree – Biomedical Sciences including a dual specialization in Immunology and Management, and Policy and Entrepreneurship in Healthcare

Conseil Sante

Conseil Sante
92 Boulevard Victor Hugo
92110 Clichy
FRANCE
http://www.conseilsante.com/

Over the past 20 years Conseil Santé have built strong professional relationships with a range of medical equipment procurement specialists. Typical assignments implemented by Conseil Santé in the field of MDI equipment procurement include supporting:

- The preparation of tender documents, including technical specifications and the management of all legal, administrative and other official information relating to the tender process;
- The assessment of the administrative and technical compliance of bids; and
- Advisory to procurement units.

Key Consultants

Name	Qualification
Valerio Di Virgolio	PhD in Biomedical Engineering Bachelor's Degree – Degree in Electronic Engineering
Olivier His	Diploma – Business and Project Management Diploma – Biomedical Engineering Bachelor's Degree – Biochemistry & Physiology
Marc Myszkowski	Master's Degree – Biomedical Engineering Bachelor's Degree – Biomedical Engineering
André Mboule	MBA - Business Management (European MBA) Master's Degree – Biomedical Engineering Bachelor's Degree – Electronics Engineering
Marcel Konkobo	Master's Degree – Biomedical Engineering
Enrico Nunziata	Master's Degree – Health System Management Master's Degree – Biomedical Engineering
Christian Etienne	Bachelor's Degree – Chemistry
Thibaud Armel Kenmognie	Master's Degree – Biomedical Engineering Bachelor's Degree – Biomedical Engineering
Alain Prigent	Professor of Biophysics Professor of Physiology PhD in Physiology Medical Doctor

ECRI Institute

ECRI Institute
5200 Butler Pike
Plymouth Meeting,
PA 19462
USA
https://www.ecri.org/Pages/default.aspx

ECRI Institute is a 50-year-old, independent, non-profit health services research organization which helps advance evidence-based healthcare globally. ECRI has worked with hundreds of U.S. federal and state agencies, hospitals, health plans, medical/specialty societies, foundations, and ministries of health worldwide.

ECRI Institute began its formal operations as the Emergency Care Research Institute in 1968. ECRI began publishing Health Devices reports in 1971. Health Devices is relied upon by thousands of hospitals around the world for its brand-name comparative evaluations and independent and nonbiased advice on the procurement and management of a wide range of health technologies.

ECRI's first evaluation of MDI equipment was published in 1977 on portable X-ray devices. Since then ECRI has published many more comparative evaluations of MDI devices and systems including mammography units, CT scanners, MRI systems, PET-CT systems, ultrasound scanners, and digital X-Ray systems. ECRIs most recent MDI evaluation covered manual C-arm systems, which was published in March 2018.

Key Consultants

Name	Qualification
James Keller	Master's Degree – Biological Engineering Bachelor's Degree – Zoology
Tom Skourp	MBA – Health Administration Bachelor's Degree – Biomedical Engineering
Alexandra Grishin	Master's Degree – Economics Bachelor's Degree – Political Science
David Jamison	MBA – High Technology Bachelor's Degree – Electrical Engineering
Jason Launders	Master's Degree – Medical Physics Bachelor's Degree – Physics
Dan Merton	Associate of Science – Biology / Zoology Bachelor's Degree – Diagnostic Imaging
Mani Adib	Master's Degree – Electrical Engineering Bachelor's Degree – Electrical Engineering
Jennifer Richardson	Bachelor's Degree – Biology with minor in Chemistry
Patricia Koski	Bachelor's Degree – Biology
Deb Seeger	Bachelor's Degree
Eric Woo	MBA – Business Administration
Shobana Nair	Bachelor's Degree – Biomedical Engineering

Gayathri Thanabalan	Bachelor's Degree – Biomedical Engineering
Dharmesh Doshi	Bachelor's Degree – Biomedical Engineering MBA – Healthcare Management
Ashley Moh	Bachelor's Degree – Biomedical Engineering
Siah Chee Shing	Bachelor's Degree – Biomedical Engineering
David Watson	Ph.D. – Ergonomics/Healthcare Science Bachelor's Degree – Applied Physiology

Paulo Giribona (Individual consultant)

Since 1990, Paulo has been a member of the teaching staff of the Faculty of Medicine, Postgraduate School of Radiology, of the University of Trieste, Italy, teaching courses of "Digital Diagnostic Imaging Techniques" and "Diagnostic Ultrasound Technology".

Paulo is the author of more than 60 scientific papers on: diagnostic imaging, clinical engineering, medical technology and medical informatics. Since 1996 Paulo has been working as STC for the World Bank working on the development and revision of technical specifications for medical and scientific equipment in World Bank projects in the Russian Federation, Bosnia and Herzegovina, Croatia, Serbia, Albania, Macedonia, Romania, Moldova, Poland, Lithuania, Bulgaria, Turkey, Hungary, Lebanon, Belarus, Georgia, Armenia, Azerbaijan, Kyrgyz, Uzbekistan, Tajikistan, Iran, Iraq, Vietnam, Cambodia, Algeria and Samoa.

Key Consultant

Name	Qualification
Paulo Giribona	Master's Degree – Electrical Engineering

Request for Quotation

MDI Expert Panel Consulting Services Framework Agreements

[insert name of procurement project]

[insert country]

[insert call-off contract reference number]

This Request for Quotation (RFQ) is issued in accordance with the provisions of the World Bank's Medical Diagnostic Imaging (MDI) equipment and services Expert Panel Framework Agreements. It relates to the provision of MDI consulting services to the World Bank. It comprises:

1. RFQ process;
2. Terms of Reference;
3. Evaluation criteria.

1. RFQ process

This is a closed competitive process under the Bank's MDI Expert Panel Consulting Services Framework Agreements. It is issued to all members of the Expert Panel. It is subject to the provisions of the Bank's Framework Agreements.

From	
Bank's contract manager	[*Insert name of Bank's Representative*]
Title/Position	[*Insert Representatives title or position*]
Address	[*Insert Purchaser's address*]
Telephone	[*Insert Representatives telephone number*]
Email	[*Insert Representatives email address*]

To	[*Insert Supplier's legal name*]
Supplier's Representative	[*Insert name of Supplier's Representative*]
Title/Position	[*Insert Representatives title or position*]
Address	[*Insert Supplier's address*]
Telephone	[*Insert Representatives telephone number*]
Email	[*Insert Representatives email address*]

FA RFQ Ref No.	[*Insert reference*]
RFQ date	[*Insert date of RFQ*]
RFQ issued by	This RFQ has been transmitted by: "post" *or* "email" *or* "fax"
Deadline for clarifications	
Questions to be sent to	
Deadline for answers	
Deadline for submission of Quotations	
Address for submission of Quotations	

2. Terms of Reference

Number of consultants required: [*insert specific number or range e.g. One consultant or two to three consultants*]

Assignment start date: [*insert start date*]

Assignment end date: [*insert end date*]

Duration of assignment: [*insert duration e.g. 3 weeks or 2 months*]

Consulting Services required

[insert description of services required including details of where the Services are to be delivered/performed, dates of delivery/performance of the Services (and mark any dates which the Customer has so required as "time of the essence."), detailed description of the services required, details of any Key Performance Indicators or standards.

The successful consulting firm, or individual consultant, agrees to supply these Services on the terms and conditions contained in the Bank's MDI Expert Panel Framework Agreement.

3. Evaluation criteria

Quotations will be evaluated on the following criteria to determine the most advantageous quotation.

Criteria	weightings
Quality	
Named consultant's level of expertise. a. track record for the last 5 years of delivering Consulting and Advisory Services in the development of technical specifications and/or the support of the procurement of Medical Device Imaging equipment (MDI) for a public-sector client or similar organization, academic institutions, private or university hospitals or institution as the WBG. (please use Annex 1); and b. consultant's qualification and expertise in technical leadership of MDI procurement, industry recognized MDI consulting services or similar, verifiable experience or engagements with similar institutions or entities and resources demonstrating capacity of the consultant(s) to deliver the requirements described in the TOR. c. at least 5 years or equivalent of demonstrated experience in developing and writing high-quality official documents such as drafting MDI equipment technical specifications, bid evaluation reports and recommendation reports; d. demonstrated experience of advising public sector clients or similar organizations or institutions as the WBG or private hospitals; e. international experience working with organizations in different countries; and f. proficiency in reviewing and delivering official documents on MDI procurement in one of the Banks three official languages, English, French or Spanish. Attach updated CV.	[insert %]
Specific experience in relation to the MDI equipment or services to be procured. a. Adequacy of proposed consultant in meeting the objectives of the consulting services requirements detailed in the TOR and specifically in relation to the type of MDI equipment or services to be procured. Individual should provide information including but not limited to: i. their ability to demonstrate that the consultant is up-to-date with the latest MDI equipment and technology; ii. details of training courses attended, and professional development completed; iii. information on consultant(s) experience in drafting and reviewing detailed MDI specifications;	[insert %]

iv. how the consultant, if selected, for an assignment would deliver the piece of work; v. the approach to training, supervising and evaluating consultants.	
Approach to knowledge transfer and capacity building, including specific examples of such services in the last five years.	[insert %]
Price	
Total cost comprising: 1. Total daily fees; 2. Travel costs; 3. Reimbursable expenses. **OR** **Fixed price lump sum**	[insert %]
Total weightings	**100%**

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