CHAPTER 7

Guidelines for Procurement
SECTION THREE
CHAPTER 7: GUIDELINES FOR PROCUREMENT

1 Introduction

An effective supply chain ensures that the right quality product, in the right quantities, and in the right condition is delivered to the right place at the right time, for a reasonable cost. To accomplish this purpose, the customary supply cycle has four major components: product selection, product procurement, product distribution and product use. Section 3 of this manual addresses the procurement component of the supply chain cycle, identifying the key procurement steps used to enable reproductive health care programmes to receive good-quality condoms that meet the needs of their clients.

Before addressing the details of the procurement process, however, it is important to understand the broad context and ultimate objective of effectively procuring quality condoms, which is to support a country’s efforts to achieve its goal of Comprehensive Condom Programming.

The goal of Comprehensive Condom Programming is to develop strategies and programmes through which every sexually active person at risk of unintended pregnancy, HIV and other sexually transmitted infections, regardless of age, culture, economic situation, gender, marital status, religion or sexual orientation, has access to good-quality condoms when and where he or she needs them, is motivated to use male or female condoms as appropriate, and has the information and knowledge to use them consistently and correctly. The overall aim is to decrease the number of sex acts that go unprotected, thereby reducing the incidence of unwanted pregnancy and sexually transmitted infections, including HIV.

1.1 Comprehensive Condom Programming

Comprehensive Condom Programming links and integrates a number of activities, including leadership and coordination, male and female condom promotion, communication for behaviour change, market research, segmentation of messages, optimized use of entry points (in both reproductive health clinics and HIV prevention/management venues), advocacy and coordinated management of procurement, distribution and supply. Figure 1 illustrates the key demand and supply elements that must be addressed in condom programming.

Figure 1. Elements of condom programming

![Figure 1. Elements of condom programming](source: Condom programming for HIV prevention—an operations manual for programme managers. UNFPA, PATH, WHO, 2006.)

Systems must be established to support the procurement of good-quality products, as detailed in this manual, but at the same time effective procurement processes must be part of a strategic and coordinated effort to improve access to and the use of condoms to prevent unwanted pregnancy and the transmission of sexually transmitted infections including HIV. For further information on Comprehensive Condom Programming, refer to: http://www.unfpa.org/hiv/programming.htm.

1.2 Procurement

These guidelines outline the steps required in the procurement process to enable country programmes to receive good-quality condoms in the right quantities, in the right condition, delivered to the right place, at the right time, for a reasonable cost.

Detailed methodologies for conducting the public-sector procurement process and managing the supply...
chain have been developed by a number of international agencies working in the field of contraceptive procurement and logistics management.

To ensure that the procurement steps outlined in this manual are harmonized with the latest guidance on Comprehensive Condom Programming, two key manuals have been used as reference documents:


The 10-step approach to procurement outlined in this document is based on the Procurement Capacity Toolkit: Tools and Resources for Procurement of Reproductive Health Supplies (PATH, 2009). This toolkit synthesizes the public-sector supply process for reproductive health commodities into three phases: programme planning, procurement process, and performance. Within these three phases 10 customary steps are identified that are designed to support the purchaser in obtaining a good-quality product at a reasonable cost at the needed time.

The three phases and 10 steps of public-sector health care procurement are identified in Table 9.

It should be noted that:

a) The steps outlined in this manual define effective practice, but the actual procurement process that a purchaser follows will vary slightly, depending on such factors as government procurement regulations, source of funding, whether qualified manufacturers exist in-country, and the purchaser’s own procurement procedures and requirements.

b) Although the procurement steps have been presented in a sequential format, it is often necessary to implement several steps at the same time.

c) Procurement steps may vary from country to country, but, to be undertaken effectively, each step requires:
   - leadership;
   - adequate human and financial resources;
   - willingness to collaborate and coordinate with the different parties involved in each step of the procurement process;
   - timely decision-making.

Ten steps in the procurement process

Phase 1: Programme planning

1 Step 1: Define supply requirements
Assessing and defining programme requirements depends on several factors that should be discussed with all parties involved in condom usage, promotion, procurement and distribution.

1.1 Define programme context
Before forecasting and quantifying condom requirements, it is important to understand the needs of the intended end users and the history of condom procurement and use in the country.

This information can be obtained through a desk search of available information and by meeting with all parties involved in the programming, procurement, distribution and promotion of condoms.

There is a need to determine:

- Which agencies, donors, nongovernmental organizations, social marketing agencies, commercial enterprises and different public-sector ministries are involved in the procurement, distribution and promotion of condoms?

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2 John Snow, Inc., Family Health International (FHI), Crown Agents, Population Services International (PSI), UNFPA, PATH, and the World Bank have developed technical resource materials on establishing and strengthening the various components of the supply chain and ensuring product quality assurance. See Annex VII for contact information for these agencies.

3 For additional information, see Module 1 of the Procurement capacity toolkit: tools and resources for procurement of reproductive health supplies (PATH, 2009).
### Table 9. Three phases and 10 steps of procurement

<table>
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<tr>
<th>Phases</th>
<th>Ten steps of procurement</th>
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<td>1. Defining supply requirements</td>
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<td>4. Budget, funding and procurement requisition</td>
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<td><strong>Critical link: funded procurement requisition</strong></td>
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<td><strong>2 Procurement process</strong></td>
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<td><strong>Critical link: signed contract and payment guarantee</strong></td>
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<td><strong>3 Performance</strong></td>
<td>9. Contract performance and monitoring</td>
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<td>10. Delivery of goods</td>
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<tr>
<td></td>
<td><strong>Critical conclusion: delivery and acceptance of good-quality products</strong></td>
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</tbody>
</table>

The rest of this chapter on procurement is organized according to these 10 steps.

- What are their roles?
- What are the sources of funding?
- What sources of supply are used?
- How are the condoms procured and in what quantity?

It is important to create a broad picture of what is happening in the field of condom programming and procurement and in the country to ensure that all stakeholders who need to be involved in the process are identified.

### 1.2 Forecast programme requirements

Before the actual procurement process can begin, it is important to know the quantity of condoms and the desired delivery schedule. Questions that need to be answered by the procurer and the programme managers are:

#### Users and use

- Who are the intended end users?
- What research, if any, has been undertaken to determine the population’s current needs and unmet need?

User\,and\,use
• What are the trends in condom use?

• Are there expected policy, programmatic or other changes that will affect this trend?

Current programming and supplies

• Which programmes will this procurement supply? Combining several programme procurement requirements, such as those from HIV/AIDS and Reproductive Health, can offer potential savings through price discounts. Also, combining procurements reduces the purchaser’s administrative costs that would be associated with processing multiple orders.

• What is the current stock of condoms at those programmes?

• When will the products reach their expiry date?

• Are there any products that may not be distributed before they reach expiry?

• Are losses or transfers in or out of programmes expected?

• How many months will supplies last?

• What is the annual consumption?

• Are orders or shipments already planned or in transit for the programme?

• What is the desired buffer stock level that the programmes want to maintain?

• What is the storage capacity for condoms? Limited storage capacity could require that the procurement of condoms be phased in smaller shipment increments over time rather than arriving as one large consignment.

• Are the storage facilities secure and adequate for the long-term storage of condoms?

• Does the storage facility provide adequate protection against excessive temperature rises and other environmental issues?

• Is there a Logistic Management Information System (LMIS) in place that captures stock levels and distribution to users?

Current procurement process

• What are the requirements of the national regulatory authority (or authorities) regarding the procurement and importation of condoms?

• How are condoms imported into the country? Airfreight is generally very expensive, and so condoms are usually shipped by sea to the nearest port of entry.

• What is the history of previous shipments?

• What problems, if any, have been encountered with the procurement and distribution of condoms over the last two years?

• What is the average length of time involved in the procurement cycle? This may vary according to the source of funds, but it is important to consider this issue when forecasting condom requirements, as it can take between 12 and 18 months to complete a condom procurement cycle.

Information gathered by undertaking this assessment will enable the purchaser to identify the total quantity of condoms required to support programme needs.

Different methods can be used to estimate requirements, depending on the time frame to be projected, the geographic area covered, the purpose of the forecast, and the availability of data to develop the forecast. Forecasting methods use logistics data (including consumption data, service statistics and population data)\(^4\). Forecasts are usually made using more than one method and then compared and reconciled. This is done because usually data are not adequate to rely on one method alone and because different methods have different advantages. Consolidating forecasts from different data sources improves the accuracy of the overall forecast.

For additional information on forecasting, see also: *The Contraceptive Forecasting Handbook for Family Planning and HIV/AIDS Prevention Programs* (JSI, Family Planning Logistics Management Project, 2000). This is a reference book for forecasting commodity needs.

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\(^4\) Summary information on these methods can be found in Module 1 of the *Procurement capacity toolkit: tools and resources for procurement of reproductive health supplies* (PATH, 2009).
for family planning and HIV/AIDS prevention programmes. Topics range from general methodological considerations to special considerations when forecasting for HIV/AIDS prevention programmes.

2 Step 2: Customize the specification

2.1 Review the WHO/UNFPA Specification (see Section 1, Chapter 2)

A specification is a statement of a buyer’s requirements. One of the more important responsibilities of a purchaser is to ensure that the condom specification is accurate, detailed, clear and consistent. The purchaser should review the WHO/UNFPA Specification to fully understand the different levels of requirements called out in the specification and to identify which requirements can be adapted by the purchaser to address specific programme needs and which requirements must be left unaltered so as not to jeopardize the integrity and quality of the product. The WHO/UNFPA Specification can be copied from this document or the WHO website (http://www.WHO.int/reproductivehealth).

2.2 General Requirements

The General Requirements section of the WHO/UNFPA Specification covers those qualities of the condom that should be assessed by the manufacturer before the product is put on the market. The General Requirements define the purity and safety of the constituent materials used to make the latex rubber condoms and the safety of the powders and lubricants applied to the condom. Also included in this section are recommendations for requirements relating to the periodic monitoring of levels of bioburden and to establishing shelf-life. The General Requirements are not to be altered by the purchaser.

Use the WHO/UNFPA Specification.
Do not alter General Requirements or Performance Requirements.

2.3 Performance Requirements

The Performance Requirements specified in the WHO/UNFPA Specification are based on the requirements of ISO 4074. The specification includes testing requirements for freedom from holes, airburst properties and package integrity. These requirements cannot be altered. Verification of compliance with these requirements is to be done as part of the LOT-by-LOT Pre-shipment compliance testing of the product, as detailed in the WHO/UNFPA Specification (refer to Section 1, Chapter 2).

2.4 Design Requirements

The Design Requirements may be adapted, where appropriately indicated, to reflect the specific needs of the programme and population of intended users. Programme managers should review the design requirements in the WHO/UNFPA Specification and determine what alternative requirements might better meet their programme and target population needs. Modification should be based on information about the target population. It is, however, important to remember that changes in design may increase the cost of the product and limit the number of possible suppliers.

If specific design changes are agreed upon by the manufacturer and purchaser, any appropriate testing procedures, sampling plans and compliance levels (AQLs) should also be agreed upon.

Verification of compliance with the Design Requirements is to be done as part of the LOT-by-LOT Pre-shipment compliance testing of the product.

2.5 Packaging Requirements

The WHO/UNFPA Specification specifies stringent requirements for condom packaging to protect the condom during transportation, storage and distribution.

2.6 Consumer packs or additional requirements

Other packaging, such as consumer packs for delivery, will depend on individual requirements of the programme and are not included in the WHO/UNFPA Specification. For example:
• If the buyer wants a particular consumer package, such as a box or wallet, it is important to specify in detail these requirements and the means by which the buyer will verify the quality.

• If the purchaser requires flavoured, scented or coloured condoms, it is important to discuss and agree upon the flavour, scent or colour with the manufacturer before the condoms are produced. If condoms are to be coloured, only one colour should be included in a box or strip.

• If the buyer wants a design, logo or writing on the packaging or carton, it is important to specify and agree with the manufacturer on the type font (face and size), style and colour (by Pantone number).

3 Step 3. Assessment of procurement options

In preparing for the procurement of condoms, the purchaser must determine which option, or procurement method, would be most appropriate for the particular circumstances. The process of assessing the options, or methods, is intended to:

• identify the procurement options that are possible;
• consider what is practical under the circumstances;
• look at who can/will do the work;
• examine cost implications;
• evaluate the options and select the most appropriate option, or procurement method, for the procurement.

The assessment process must be objective and must look to answer questions such as:

• Are there any issues that might affect the purchaser’s ability to perform a specific procurement method?
• Does the purchaser have staff with the knowledge and skills required for implementing a more complex procurement method such as international competitive bidding?
• What is the value of the order, and is it large enough to attract bids from major international suppliers?
• What method is most cost-effective for the purchaser?
• Does the purchaser have suitable infrastructure, such as access to foreign currency, international banking and Internet services?
• Is sufficient time available to conduct a more complex procurement method such as international competitive bidding?
• Are there funder’s requirements specifying that a certain procurement method be used?

3.1 Select a procurement method

Upon completion of the assessment process, the purchaser should have sufficient information to determine which procurement method would be most appropriate for the particular circumstances that have been identified. In principle, there are four common procurement methods that the purchaser could choose from.

3.1.1 Procure directly from a manufacturer through a competitive bidding process

This is a satisfactory method for fairly large orders. When undertaking this method of procurement, it is important that procurement staff have the technical skills needed to follow the procedures detailed in these guidelines.

Competitive bidding, including international competitive bidding, is the most complex of the procurement methods used. It is the method preferred by some international lending organizations, such as the World Bank. The purchaser must (a) develop the specification and Bidding Documents; (b) either select prequalified potential suppliers from the WHO/UNFPA list or undertake a comparable prequalification process; (c) implement the bidding process; (d) select the supplier(s) and (e) arrange for Pre-shipment compliance testing and shipping.

5 For additional information, see Module 3 of the Procurement capacity toolkit: tools and resources for procurement of reproductive health supplies (PATH, 2009).
Unless the purchasing entity has existing procurement capacity with competitive bidding experience, this method may not adequately support the needs of the programmes.

In addition, the time required to complete an international competitive bidding process (from identification of requirements to delivery of product) can be quite lengthy, possibly ranging from 12 to 18 months.

Purchasing entities that select this method must ensure that they comply with and perform every required step in the process as identified by both national procurement policies and donor requirements. If the procurement is donor-funded, the purchasing entity should secure an agreement with the donor to use WHO/UNFPA prequalified suppliers. The WHO/UNFPA Prequalification Scheme is harmonized with the WHO Essential Medicine Prequalification Scheme, and a list of prequalified manufacturers is available for use by any procuring entity (refer to http://www.unfpa.org/webdav/site/global/shared/procurement/Prequalified_Condom_Factories_Sept09.pdf).

LOT-by-LOT Pre-shipment compliance testing is still recommended when procuring from WHO/UNFPA prequalified suppliers.

3.1.2 Source from a procurement agency
Procurement agencies undertake sourcing for organizations and national programmes that do not have their own procurement department and/or staff with expertise in condom procurement and/or the time to develop the needed capabilities to conduct competitive bidding.

Although independent procurement agencies exist in most cities worldwide, very few of them have extensive knowledge of and experience with the special requirements for buying condoms. It is, therefore, important to select a procurement agent with a track record of procuring good-quality condoms.

The procurement agent takes responsibility for procurement and quality assurance of the product. The purchaser has to identify or develop the specification using the WHO/UNFPA Specification and issue a suitable contract to the procurement agent. The agent will be responsible for ensuring that potential suppliers are prequalified by WHO/UNFPA, selecting the supplier, awarding the manufacturing contract, and arranging for Pre-shipment compliance testing and shipping. It is recommended that all procurement agents use the WHO/UNFPA prequalification process and prequalified suppliers.

Some procurement agents may have existing supply contracts with condom manufacturers and may be able to offer a purchaser a shorter delivery time. For small orders, arrangements can be made with an agent to purchase the quantity required as part of a larger bulk order. This can reduce procurement costs.

If the agency does not have experience with condoms, it is advisable to use an international procurement agency that does (see Clause 3.1.3, below). For example, UNFPA, International Planned Parenthood Federation, International CONtraceptives Sexual and Reproductive Health, (IPPF/ICON), Marie Stopes International (MSI), Crown Agents and Population Services International (PSI) all act as international procurement agents. They will undertake the procurement process and/or, if funds are available, may provide technical assistance to support the procurement process.

3.1.3 Source from an international procurement agency/organization
International agencies such as UNFPA, USAID, IPPF/ICON, MSI, PSI and others provide condoms for sale or donation to country programmes. Unique programme requirements can be considered if the quantity ordered is significant and there is sufficient time for a manufacturer to process the order.

Procurement should not be through a non-specialized commercial agency or importer because the condoms may not be traceable to their manufacturer and quality issues will prove more difficult to resolve.

WHO recommends the use of an experienced procurement agency and that the source of the condoms be a WHO/UNFPA prequalified primary condom manufacturer.
This is an option for organizations and national programmes that do not have the procurement capacity required to implement more complex procurement methods, such as sourcing directly from a condom manufacturer through a competitive bidding process or using a procurement agency. Depending on the quantity of condoms needed, this option can also offer a shorter delivery time than the other options.

Certain international organizations, such as UNFPA and USAID, maintain stocks of condoms to respond quickly to stock-outs and emergency situations. These organizations can draw upon supplies either held in stock or from manufacturers, based on its pre-existing supply contracts, and will either sell or donate to programmes for distribution in-country.

3.1.4 Buy from a social marketing organization
Social marketing organizations, such as PSI, DKT and MSI, operate much like commercial retail companies. They buy products and promote and sell them in the market at subsidized prices. Occasionally, a programme may approach a social marketing organization in a country, requesting condoms. If the social marketing organization has sufficient stock, it may sell or donate some to the requesting programme.

<table>
<thead>
<tr>
<th>Method</th>
<th>Experience and capacity of programme staff</th>
<th>Size of procurement</th>
<th>Advantages/disadvantages</th>
</tr>
</thead>
<tbody>
<tr>
<td>Direct from manufacturer</td>
<td>Programme must have adequate staff with appropriate skills, particularly an experienced procurement manager. Alternatively, expert technical assistance should be sought to help develop local capacity of the logistics management chain.</td>
<td>Better for larger procurement cycles.</td>
<td>Good control of supply and quality assurance. Requires reliable staff and experienced management.</td>
</tr>
<tr>
<td>Procurement agency</td>
<td>Valuable where capacity of the in-country logistics management requires support or further development.</td>
<td>Good option for large, more complex procurements. May be expensive for smaller quantities. It may be possible for the purchase of smaller quantities to be combined with an existing supply contract. This would reduce costs.</td>
<td>Important to collaborate with the procurement agent to ensure procurement to the correct specification and within an agreed-upon time frame. Can be used to develop the capacity of the logistics management chain. Important to select a procurement agent with a reputation for following quality assurance measures in a timely fashion. The procurement agent charges a fee for its services.</td>
</tr>
<tr>
<td>International agency</td>
<td>No experience required.</td>
<td>Good option for large volumes.</td>
<td>Quality management and control over supply chain assured. Very competitive prices. Long-term agreement with suppliers (quality monitored over time). Capacity to respond to requests quickly. Assistance can be provided to develop the capacity of the logistics management chain. The international procurement agency charges a fee for its services.</td>
</tr>
<tr>
<td>Social marketing organization</td>
<td>Complete procurement and marketing and distribution service.</td>
<td>More suitable for working in larger markets.</td>
<td>All details of procurement handled by outside agency.</td>
</tr>
</tbody>
</table>

While not a common source of procurement, this is another avenue that country programmes can explore.

Table 10 compares the advantages and disadvantages of the four basic procurement methods. Once the procurement method is decided, it should become a routine practice to then inform the budget and/or finance committee of the method selected.

4 Step 4: Budget, funding and procurement requisition

Given the often limited financial resources that are available for funding reproductive health commodities, it is important that the process of estimating product costs, developing budgets and securing funding be conducted in as effective a manner as possible. Accurately estimating procurement costs is an important first step in this process.

4.1 Estimating procurement costs to determine a budget

There are several cost factors that must be considered when developing a budget estimate for condom procurement that is then used to secure funding. The key procurement cost factors include:

- **Unit price.** The unit price charged by the manufacturer or supplier constitutes the largest component of the condom procurement cost. There are several methods that a purchaser can use to estimate the unit price. Direct inquiry to the manufacturer or supplier and previous contract invoices are useful sources for price information. Since the quantity procured can influence unit price, it is important, when contacting manufacturers or reviewing previous invoices, to factor in the estimate of programme quantity developed in the preceding step. It is also important to make clear to the manufacturer or supplier that the information requested is for a budget estimate only and there is no commitment being made by either party.

Another resource for price information is the Management Sciences for Health (MSH) International Drug Price Indicator Guide, available online at: http://erc.msh.org/mainpage.cfm?file=1.0.htm&module=Dmp&language=English. This guide provides prices from suppliers and procurement agencies as well as prices paid by government agencies. It is important for the purchaser to review the “Data Notes” page, which provides information about the sources and how prices were calculated.

- **Freight cost and insurance.** The estimated costs to ship the condoms and insure them during transit must also be included in the budget estimate for condom procurement. These costs are often included in the unit cost. Therefore, it is important for the purchaser, when directly enquiring from a manufacturer, reviewing previous contract invoices or conducting web research, to review the stated INCOTERMS (shipping terms) to determine the extent to which freight costs and insurance are included in the unit price.

If the unit price does not include freight and insurance costs, the purchaser can request an estimate of these costs from a freight shipping agency. This would require providing the weight and dimensions of the shipment, the mode of transportation (ocean, air or ground) and the value of the shipment. When this information is not readily available, purchasers will often add a standard percentage to the value of the goods. For example, for shipping and insurance costs, UN agencies estimate 15% of the value of the goods purchased.

- **Sampling and testing.** Pre-shipment compliance testing is recommended for every condom LOT, and these costs should be included in the budget estimate for condom procurement. For general budgeting purposes, the purchaser should estimate approximately 7% to 11% of the cost of the product to cover costs for these services.

Note: UNFPA should be able to confirm a reasonable percentage estimate to include for these activities, based on their experience with the prequalification of suppliers.

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6 For additional information on budgeting and funding, see Module 4 of the Procurement capacity toolkit: tools and resources for procurement of reproductive health supplies (PATH, 2009).
• **Import/customs clearance costs.** These vary from country to country and port to port, so the purchaser must enquire locally to establish reasonable cost estimates for import licence fees, customs broker fees and port clearing fees.

• **Post-shipment confirmatory testing.** If national regulations call for confirmatory testing of condom LOTS, then these costs should also be included in the budget estimate for condom procurement. The purchaser must enquire locally to find out whether there is a specific country regulatory requirement. **WHO recommends that only one laboratory carry out the LOT-by-LOT Pre-shipment compliance testing.** If the national laboratory is functioning at internationally accredited standards, then the purchaser can arrange for this laboratory to undertake the Pre-shipment compliance testing and, if required, post shipment confirmatory testing (refer to Phase 3, Clauses 9.1 and 10.1, below).

• **Taxes.** Most public-sector health commodities are exempt from tax. This is not always the case, however, and sometimes value-added tax is applied uniformly to all products. The purchaser must enquire locally to determine if there are any taxes that should be included in the budget estimate for condom procurement.

The above costs are directly associated with condom procurement and the related activities required to test, ship and clear the product through customs. They become the budget estimate that is used to secure funding.

There are, however, additional costs that are associated with the condom programme that are not directly related to condom procurement. Programme staff must be fully aware of these other costs to ensure that they are adequately addressed in their overall condom programme budget. These in-country programme costs would include:

- promotion costs;
- warehouse and storage costs;
- distribution and transportation costs.

Establishing and maintaining an open communication channel between the purchaser and the condom programme staff will help ensure that condom procurement costs and condom programme costs are accounted for and appropriately budgeted.

### 4.2 Funding

Funding for health care commodities, including contraceptives, for public-sector programmes in low-resource countries has historically been limited and insufficient to meet full health care programme requirements. This shortfall has been addressed primarily through funding support and donations from multilateral organizations such as the Global Fund for AIDS, TB and Malaria; UNFPA; and the World Bank and through bilateral donors such as USAID, the UK Department for International Development (DFID), Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) and other agencies.

In the last decade, however, there has been a trend towards providing donor funding through arrangements such as Sector-Wide Approaches (SWAs) and basket funding, in which the international agencies pool their financial resources and transfer funds to the government to use to implement the health care programme that has been negotiated between the partnering international agencies and the host national government. In many of these financial arrangements, the partnering international agencies will require the host national government to establish a national budget line for reproductive health essential medicines and commodities as a first step towards the government eventually taking full responsibility for funding these items from the national budget. Additionally, under SWAp arrangements the national government is often assigned responsibility, with review, oversight and technical support provided by the SWAp partners as appropriate, for procuring the health care commodities funded under the programme.

In most cases the programme supply requirements under a SWAp or basket-funded approach are negotiated between Ministry of Health and Finance managers and representatives of the international agencies and donor countries. The purchasing entity’s role, in consultation with other condom programming experts, is to
provide the budgetary information and programmatic justification to inform the negotiations. As part of the negotiation, each party must agree on the terms and conditions that govern the procurement, quality control, importation and distribution of these condoms.

Bi-lateral donor funding for condom procurement is usually initiated by senior ministry personnel contacting the donor’s country mission with a request for support. Many countries may already have arrangements in place that are renewed on an annual basis. For bi-lateral donor funding requests, the purchasing entity’s role is generally limited to providing senior government personnel with specific programme and cost information.

For condom procurement funded through the national government, the purchaser must submit accurate estimates of the condom procurement budget for government approval.

In each of the above funding scenarios, it is important to make allowances for the length of time it will take to secure funding. It is also important to determine what kind of payment mechanism will be used.

The completion of the budget and funding process should result in an official procurement requisition that identifies the products to be procured, the quantities, the amount of funds authorized for the procurement and other important details necessary to implement final planning for the procurement.

Phase 2: Procurement process

5 Step 5: Procurement planning
The procurement planning and scheduling process is an important step because it:

- provides a framework for guiding procurement activities and monitoring progress;
- provides an opportunity to anticipate problems and solve them before they happen;
- establishes expectations for a delivery date that other parties will use for their own planning purposes;
- establishes a time frame for payment obligations.

For a procuring entity to be able to successfully implement a procurement plan, it needs a defined chain of authority to support and validate its actions, a clear definition of where its responsibility begins and ends and an understanding of the supply chain process to know whom to contact for information on activities in the supply chain that are outside its mandated performance area.

The procuring entity also must be authorized to contract and commit funds on behalf of the organization it represents. A formal delegation of financial powers is used for this purpose in some government structures.

As part of the process to develop a procurement plan, the procuring entity should:

- confirm budget allocations and timing for availability of funds by direct contact with the appropriate funding authority;
- review technical specifications to make sure that they are complete and in a format consistent with international standards for the industry, making sure that:
  - the general, performance and design description is complete
  - regulatory and testing requirements are clearly stated
  - packing, labelling and marking requirements are included
  - sampling, inspection and testing protocols are included;
- confirm that the date, delivery location and mode of transport are appropriate;
- confirm that the date of delivery is realistic;

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7 For additional information on procurement planning, see Module 5 of the Procurement capacity toolkit: tools and resources for procurement of reproductive health supplies (PATH, 2009).
• confirm that specific country requirements and national regulatory procedures have been taken into consideration. These issues are discussed in more detail in country requirements, Clause 5.1.

5.1 Country requirements

Since condoms are medical devices, many countries have special regulations covering importation and distribution. Any procuring entity involved in the procurement of condoms for a particular country must be aware of these rules and regulations. Questions concerning specific requirements that should be answered include:

• Is there a mandatory national quality standard with which all condoms must comply?
• How are the standards applied?
• Is there a requirement to undertake LOT-by-LOT Pre-shipment compliance testing of condoms before they are allowed into the country?
• Is there a competent, accredited laboratory in-country to handle the testing? If not, is there an accredited regional laboratory?
• Is it possible to work with this laboratory to undertake the Pre-shipment compliance testing?
• What other entry requirements are there, such as import duties and certification?
• Is there a requirement for registration prior to importation?
• Is there an in-country requirement for confirmatory testing as well as Pre-shipment compliance testing?

Familiarity with these regulations will help to ensure compliance with national requirements, ensure the smooth clearance of the condoms through customs and reduce frustrating delays that can hold up delivery after the products have arrived in country. Information on current regulatory requirements for condoms can be obtained from the National Regulatory Authority of each country. The role and responsibilities of a National Regulatory Authority are briefly discussed in the following section.

5.2 National Regulatory Authority

The National Regulatory Authority (NRA), or Drug Regulatory Authority (DRA), in every country undertakes some type of licensing or registration process to protect the population from unsafe or ineffective pharmaceuticals, contraceptives and medical devices. NRAs bar unlicensed products from entering their countries and look to national customs services for enforcement. Many countries do regulate the importation of condoms, and it is important to check the local regulations. Regulatory licensing procedures can be complex, lengthy and expensive for the manufacturer, so those without an existing presence in a country are reluctant to begin the process until and unless a contract is assured. Given the time that it can take for licensing, this issue threatens timely delivery and limits competition.

Always meet with representatives from the national regulatory authority and customs to discuss their requirements early in the procurement process.

Procurement officers must be able to communicate with NRA personnel in order to obtain accurate information about registration requirements that should be included in Bidding Documents. They also need to stay current on products that are registered in-country and ensure that procurement specifications reflect current regulatory requirements.

If procurement personnel know from experience that there may be problems and/or delays due to budget deficits, mode of transportation or importation challenges, these issues should be discussed and solutions should be sought during the procurement planning phase.

After gathering the necessary information described above, the procuring entity develops a detailed procurement plan, with clear timelines and delegation of responsibility for each activity identified in the plan, along with a clear process for monitoring implementation of the plan.
6 Step 6: Developing Bidding Documents and inviting offers*

In public-sector competitive procurement, the purchasing entity prepares and provides detailed Bidding Documents to potential suppliers. These documents explain all the requirements of what is to be supplied, all rules and procedures for bidding, and specific criteria that will be used to choose a winning bid. Some sections of the Bidding Document become part of the future contract between the supplier and the purchaser.

Well-prepared Bidding Documents and process:

- vastly reduce problems during the procurement process regarding bidding, evaluation, and contract award;
- provide a key opportunity to protect against counterfeit, fake, and possibly unsafe products;
- set up rules and expectations for contract performance, including timely delivery of the product;
- define responsibilities of the purchaser and the eventual supplier.

Make sure Bidding Documents are correct and complete in every way. Under the rules of public procurement, nothing can be changed after bids are opened, even if a mistake is discovered.

Six major challenges that must be taken into consideration when preparing Bidding Documents are:

- finding or developing a model Bidding Document that is appropriate for this specific purchase;
- reaching decisions on details that must be included in the Bidding Documents;
- thinking through potential problems and addressing them in the Bidding Documents;
- using clear wording and assuring consistency across different sections of the document;
- building in product quality protections;
- making sure that the purchaser’s responsibility (commitment) as outlined in the Bidding Documents is what will actually happen, thus reducing the chance of bidder protest, which often leads to delayed delivery.

6.1 Identify information required for the Bidding Documents

The Bidding Documents should include all essential information and requirements, both technical and contractual, that the manufacturer must know in order to be able to submit a responsive bid. Some of the important information that should be provided to the manufacturer includes:

- instructions, rules and procedures for bidding;
- where and when bids will be opened;
- how bids will be evaluated and how the purchaser will select the winning bid;
- any factors in addition to price that the purchaser will consider;
- technical specifications and compliance requirements;
- quantity, delivery schedule and delay clauses (requirements);
- national regulatory requirements;
- terms and conditions for the future contract between the purchaser and the winning bidder;
- request for documentary evidence of manufacturing quality assurance measures;
- procedure for resolution of disputes;
- procedures for Pre-shipment compliance testing and, if required by national bodies, confirmatory testing procedures;

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8 For additional information on the preparation of Bidding Documents, see Module 6 of the Procurement capacity toolkit: tools and resources for procurement of reproductive health supplies (PATH, 2009).
• shipping arrangements;
• payment arrangements;
• sample forms containing necessary wording for the bidder to use.

It is recommended that purchasers use only WHO/UNFPA prequalified manufacturers.

6.2 Decide on the prequalification procedures
The purchaser decides on the prequalification procedures that will be used for procurement. **It is recommended that only WHO/UNFPA prequalified suppliers be included in this bidding process.** If, however, the purchaser does not choose to use only WHO/UNFPA prequalified condom suppliers, it is recommended that a prequalification process be conducted in accordance with the procedure described in Section 2 of this document.

The overall objective of the WHO/UNFPA Prequalification Scheme is to prequalify manufacturers of male latex condoms of assured quality, at specific manufacturing sites, for procurement by United Nations agencies and other bulk procurement agencies.

Specific objectives of the WHO/UNFPA Prequalification Scheme are to:

- promote the procurement of male latex condoms from manufacturing sites that have been assessed as having the capacity to produce good-quality products;
- establish a system that promotes the procurement of condoms that conform to the international standard ISO 4074\(^9\) and the WHO/UNFPA Specification for the male latex condom, as described in this document, and that retain their effectiveness throughout their stated shelf-life;
- broaden the supplier base for male latex condoms that are deemed acceptable, in principle, for procurement by United Nations agencies and other bulk procurement agencies;
- maintain and publish a list of prequalified suppliers.

6.3 Verify suppliers’ manufacturing capacity
The Bidding Documents should include a request to suppliers to provide the following documentary information:

- evidence that they are a primary manufacturer (i.e. that the formulation, dipping, testing and packaging of condoms is conducted on their own premises);
- production history and products currently manufactured;
- at least two references with postal and e-mail addresses and telefax and telephone numbers;
- production capacity of the factory, available production capacity for this order and standard LOT size;
- regulatory compliance credentials and applicable national regulatory code;
- other quality management certifications;
- data to support compliance with the general and performance requirements specified in the WHO/UNFPA Specification;
- statement of the ability to comply with the specification attached (this statement may be incorporated into the bid form);
- explanation of the manufacturer’s codes and markings.

6.4 Seek information about potential suppliers
The purchaser should request information on the potential supplier’s financial situation, years in business and list of key clients. This will establish that there is adequate working capital available to ensure the timely supply of raw materials and that all necessary factory maintenance can be carried out. The purchaser should always request references from the potential supplier.

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so that the purchasing entity can contact the references and request feedback on the supplier’s performance and reputation.

6.5 Select an independent testing laboratory and choose a sampling agent
The purchasing entity must select an accredited testing laboratory to test the condom samples and must choose a sampling agent qualified to conduct random sampling of condoms in accordance with ISO requirements. The purchaser should request written confirmation from the supplier that the supplier will accept the results of the testing laboratory chosen for Pre-shipment compliance testing. If a country has an internationally accredited national laboratory, then arrangements can be made for the national laboratory to undertake Pre-shipment compliance testing and, if required by the national authorities, this laboratory can conduct confirmatory testing as well.

6.6 Prepare the Bidding Document package
The information and documents discussed above are assembled into a Bidding Document package. The names of Bidding Document sections and their precise contents will vary depending upon donor, national and purchasing entity requirements, but the following list represents the essence of a good public-sector Bidding Document:

- general instructions to bidders;
- special instructions to bidders;
- eligible/ineligible countries and suppliers;
- general terms and conditions of the contract;
- special terms and conditions of the contract;
- technical specifications;
- schedule of requirements and delivery dates;
- evaluation criteria;
- qualification criteria;
- bid and contract forms, which include:
  - price schedule
  - bid security form
  - performance security form
  - contract agreement form.

Many organizations, funders, and government entities wish to review and approve draft Bidding Documents before they are made available to the public. Changes or corrections may be required as a result of this review. These should be undertaken with great care, as it is easy to forget to make corresponding changes in other sections.

For more information on preparing Bidding Documents and the details and specific information that is found under each of the above Bidding Document package headings, see Module 6 of the Procurement Capacity Toolkit (PATH, 2009).

6.7 Invite bids
When the documents are ready for issue, the procuring entity can begin soliciting bids by extending a public invitation to bid to all interested firms and parties. Alternatively, they may restrict the bids to the WHO/UNFPA list of prequalified suppliers.

6.8 Receive and manage bids
Basic rules for receiving and managing bids:

- Bids must be held unopened in a secure location until the stated day and time of bid opening.
- Bid envelopes should be stamped with the date and time that they are received.
- No one associated with the procurement is permitted to communicate with bidders from the time the advertisement appears until after an award has been made, except for written communication directly related to clarifying minor deviations in the bid.
- Procedures must be in place and adhered to for opening and reviewing the bids.

7 Step 7: Selecting suppliers
Potential suppliers will submit Bidding Documents in response to the advertised invitation to bid. The purchasing entity convenes a committee and opens the

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*For additional information on evaluating bids and selecting suppliers, see Module 7 of the Procurement capacity toolkit: tools and resources for procurement of reproductive health supplies (PATH, 2009).*
bids at the time designated in the Bidding Documents and then begins the evaluation process to determine which supplier should be awarded the contract.

The committee evaluating the suppliers’ Bidding Documents should include procurement specialists and also condom quality experts with the technical expertise to help evaluate the documentation and certification submitted by suppliers. The evaluation committee also should check to see that the suppliers have confirmed that:

- they are capable of providing the quantities required within the desired time frame;
- they have a proven record of manufacturing products that conform to the WHO/UNFPA Specification, the purchaser’s specification, or similar requirements;
- they will accept the test results of an independent laboratory agreed to by both parties;
- they will accept the procedure for the resolution of disputes;
- they will accept the general and specific conditions of the contract.

Any supplier that has not submitted the required documentation and certification, has not adequately responded to the requests of the bidding package or is found for other reasons to be non-responsive by the evaluation committee is removed from consideration for the contract award.

Non-specialized procurement agents and importers should be eliminated from the list of potential suppliers.

The supplier should be chosen based on:

- being listed as a WHO/UNFPA prequalified supplier (if that qualification has been identified in the Bidding Document);
- proven supplier of quality products;
- demonstrated capacity to supply;
- price;
- ability to meet the requirements of the contract.

It is important to consider all five factors.

Selection should not be based on price alone.

Select the most economically advantageous bid that meets the selection criteria.

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8 Step 8: Contract negotiation/award

After the supplier has been selected and the contracting authority has approved the supplier recommendation, the contract needs to be prepared, signed, and awarded. Often, there is a time limit for obtaining contract signatures. This activity also includes deciding on payment methods.
The first responsibility for contract execution lies with the purchaser, who provides some type of payment guarantee to the supplier. Particularly in trade with developing countries, manufacturers usually do not enter an order into production until this payment guarantee is in place.

Manufacturers frequently have a backlog of orders for products in high demand (e.g. condoms), so quickly establishing the payment guarantee keeps the delivery date on track. The most prevalent payment guarantee is a commercial letter of credit (L/C) opened at a reputable international bank by the purchaser in favour of the seller. The purchaser deposits money in the bank to “collateralize” the L/C; the bank then holds it until the seller provides documentary evidence that it has complied with its terms and conditions. This process completes the series of events required to secure performance commitment of both the purchaser and the supplier and begins the performance stage of the supply process.

Phase 3: Performance

9 Step 9: Contract performance and monitoring

Once both parties sign a contract and payment arrangements are in place, the purchaser is responsible for monitoring the supplier’s performance of its contract obligations.

Proactive contract management and performance monitoring that engage the supplier’s support allow the purchaser to obtain information on supplier production and performance problems at an early stage in their development. Early identification improves the chances of resolving a problem before it significantly affects the product delivery schedule. It can also be more cost-effective, since early problem identification allows the purchaser and supplier to consider a broader range of options, thereby minimizing the need to resort to more costly solutions such as delaying shipments.

9.1 Pre-shipment compliance testing

There is reasonable assurance that WHO/UNFPA prequalified suppliers will deliver a product that is of consistently good quality.

Given, however, the intrinsic variability of latex, which is a naturally occurring material, and the complexity of the manufacturing process, even the most conscientious manufacturers can occasionally suffer quality problems. For this reason it is important to verify that every LOT manufactured complies with the requirements of the WHO/UNFPA Specification before it is accepted for shipment. This is called LOT-by-LOT Pre-shipment compliance testing.

LOT-by-LOT Pre-shipment compliance testing ensures that a quality product is prepared for shipment in accordance with the contract issued by the procurement agency. This is an internationally accepted practice that is highly recommended for all condom procurement, as it ensures the integrity of the product before it is shipped from the manufacturer.

WHO recommends that every LOT be tested for compliance with the WHO/UNFPA Specification before it is accepted for shipment by the purchaser.

When a consignment (or manageable portion of a consignment) is complete and ready for shipment, the supplier will inform the purchaser that the consignment is ready for testing. The purchaser then instructs a sampling agency to visit the supplier’s factory to draw samples from the LOTS that have been produced for the order, in accordance with sampling guidelines provided in ISO 2859–1, as described in Section 1, Chapter 4, Resolution of Disputes.

If the condoms do not meet the performance requirements, they should not be shipped.

If there are any problems or doubts about the quality of the product, follow the procedure detailed in Section 1, Chapter 4, Resolution of Disputes.

11 For additional information see Modules 8 and 9 of the Procurement capacity toolkit: tools and resources for procurement of reproductive health supplies (PATH, 2009).
<table>
<thead>
<tr>
<th>Test</th>
<th>Sampling</th>
<th>Requirements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bursting volume (before and after oven conditioning)</td>
<td>Level G-I</td>
<td>Minimum volumes: 1. 16.0 dm³ for condoms with widths less than 50 mm 2. 18.0 dm³ for condoms with widths from 50 mm to 55.5 mm 3. 22 dm³ for condoms with widths greater than 56 mm AQL 1.5</td>
</tr>
<tr>
<td>Bursting pressure (before and after oven conditioning)</td>
<td>Level G-I</td>
<td>Minimum pressure: 1.0 kPa AQL 1.5</td>
</tr>
<tr>
<td>Freedom from holes</td>
<td>Level G-I, Minimum Code Letter M</td>
<td>AQL 0.25</td>
</tr>
<tr>
<td>Visible defects</td>
<td>Level G-I, Minimum Code Letter M</td>
<td>Critical defects: AQL 0.4 Non-critical defects: AQL 2.5</td>
</tr>
<tr>
<td>Shape and texture</td>
<td>Agreed between manufacturer and buyer</td>
<td>Visual inspection</td>
</tr>
<tr>
<td>Package integrity</td>
<td>Level S-2</td>
<td>AQL 2.5</td>
</tr>
<tr>
<td>Integral bead</td>
<td>Agreed between manufacturer and buyer</td>
<td>Visual inspection</td>
</tr>
<tr>
<td>Colour</td>
<td>Agreed between manufacturer and buyer</td>
<td>Visual inspection</td>
</tr>
<tr>
<td>Fragrance and flavouring</td>
<td>Agreed between manufacturer and buyer</td>
<td>Sensory inspection</td>
</tr>
<tr>
<td>Width</td>
<td>Level S-2</td>
<td>± 2 mm of claimed width AQL 1.0</td>
</tr>
<tr>
<td>Length</td>
<td>Level S-2</td>
<td>1. 165 mm for widths less than 50 mm 2. 180 mm for widths between 50 mm and 55.5 mm 3. 190 mm for widths of 56.0 and above AQL 1.0</td>
</tr>
<tr>
<td>Thickness</td>
<td>Level S-2</td>
<td>0.045–0.085 mm AQL 1.0</td>
</tr>
<tr>
<td>Lubricant quantity (including powder)</td>
<td>Level S-2</td>
<td>Viscosity: 200–350 centistokes Qty: 400–700 mg AQL 4.0</td>
</tr>
<tr>
<td>Odour (if necessary)</td>
<td>Agreed between manufacturer and buyer</td>
<td>Sensory inspection</td>
</tr>
<tr>
<td>Inner box</td>
<td>Level S-3</td>
<td>Compliant with procurement specifications</td>
</tr>
<tr>
<td>Exterior shipping cartons</td>
<td>Level S-2</td>
<td>Compliant with procurement specifications</td>
</tr>
</tbody>
</table>
Chapter 2, Table 3 and as reproduced here for convenience as Table 11. The table lists the tests and gives the sample sizes and acceptance limits for Pre-shipment compliance testing.

The sampling agency sends the samples directly to the internationally accredited testing laboratory chosen by the purchaser, where they are subjected to the quality tests detailed in Table 11. All Pre-shipment compliance testing must be undertaken by an experienced, internationally accredited laboratory.

If the National Regulatory Authority has the technical expertise and appropriate laboratory equipment and is internationally accredited, arrangements can be made for this laboratory to undertake the Pre-shipment compliance testing of condoms prior to shipping. This arrangement would be identified in the contract with the supplier.

The Pre-shipment compliance testing reports are sent to the purchaser, who will approve the consignment for shipment. It is recommended that a certificate of compliance and a summary of the results of compliance testing be sent to the appropriate national regulatory authority to comply with any national regulatory requirements that may exist.

The shipping agent and manufacturer should ensure that all required documentation for the shipment is forwarded to the appropriate national authority as specified in the contract.

10 Step 10: Delivery of goods

Public-sector contraceptives are normally shipped via ocean freight unless the supply source is close enough for trucking. Both of these options are far less expensive than air freight, which is usually reserved for emergency situations.

The contract between the supplier and the client will include a clear statement, known as an “INCOTERM”, which defines when the ownership, responsibility and liability for a shipment is transferred from the supplier to the client and/or receiving country.

10.1 Customs clearance

It is advisable to know the procedures for customs clearance before a contract is awarded to the supplier. The purchase contract should identify all customs documentation requirements that the supplier needs to provide for the shipment to clear customs. Being well prepared can reduce the time condoms are left sitting on the dock, which not only incurs demurrage (storage) charges but also can damage the condoms if they are not stored properly.

At the port of entry the regulatory licensing status of imported goods, including contraceptives and pharmaceuticals, is appraised. The purchasing entity may hire a customs clearing agent to complete necessary paperwork and obtain a release from customs. When this is not accomplished within a few days, the port authority applies demurrage charges, which can add up to significant sums of money.

Upon release from customs, it is up to the purchasing entity to transport the goods to its own warehouse. Some customs clearing agents will make this arrangement, and sometimes a local representative of the supplier will do it. In most cases the purchaser sends its own trucks or hires private transport.

Once the condoms are delivered to the initial warehouse, personnel perform a receiving inspection, to confirm that: a) all goods are present according to the accompanying packing slips; b) goods are in good condition; and, c) product names and expiry dates are clearly marked.

If the products pass receiving inspection, they are accepted; inventory records are updated to reflect receipt; and the product is officially placed in warehouse storage for distribution to and use by the programme.

If the product does not pass receiving inspection, a receiving report documenting the discrepancy is prepared and submitted to the purchasing entity, who has responsibility for following up with the supplier to establish the cause of the discrepancy. If appropriate,
recourse can then be obtained in accordance with the conditions of the contract.

10.2 Confirmatory testing
Some national regulatory authorities may insist on undertaking confirmatory testing upon receipt of the shipment to ensure that the condoms have not been damaged during shipping. Where feasible, the confirmatory testing should be undertaken by the same laboratory that undertook the Pre-shipment compliance testing. Where possible, confirmatory testing, if required, should replace, rather than repeat, Pre-shipment compliance testing. These requirements should be written into the contractual agreement between the purchaser and the receiving country and/or procuring agency. The testing should be undertaken by a laboratory accredited to ISO 17025.

Confirmatory testing should be restricted to LOTS selected at random from a full shipment or consignment. It is recommended that priority be given to critical performance parameters: freedom from holes, airburst properties and package integrity.

The risk of statistical LOT failures due to sampling error should be considered when interpreting the results of such tests. If there are any problems or doubts about the quality of the product, then the procedure detailed in Section 1, Chapter 4, Resolution of Disputes, should be followed.

For additional information, the DELIVER Project (supported by USAID) has “Frequently Asked Questions” on post-shipment of condoms (http://pdf.usaid.gov/pdf_docs/PNADN675.pdf).

At no time should Pre-shipment compliance testing and confirmatory testing be undertaken by different laboratories, as this may risk contradictory results.
CHAPTER 8

Condom Storage
SECTION THREE
CHAPTER 8: CONDOM STORAGE

Condom factories prequalified by UNFPA will have provided evidence to verify the claimed shelf-life of the product. The shelf-life is determined by a real-time study, conducted at a specific temperature (30 ±2°C), because this is the mean kinetic temperature of the most extreme climate in climatic zones III and IV. Research has demonstrated that properly packaged good-quality condoms stored at average temperatures in tropical climates do not deteriorate during storage. More information about the rationale for choosing 30 ±2°C as the storage temperature for stability studies is given in the Technical Basis Paper in Annex I.

Since the shelf-life of the condoms will have been determined at 30 ±2°C, air-conditioned storage is not necessary, but it would be an advantage in hot climates if available. In hot climates it is important that condoms are stored in a well-ventilated environment away from direct sunlight and other sources of heat in order to minimize the exposure of the condoms to high temperatures. Similar precautions should be taken during transportation and delivery. Condoms stored outdoors in shipping containers are particularly vulnerable, as the temperatures inside containers can be substantially above ambient temperatures, resulting in faster deterioration. Storage time in containers should be minimized.

The condoms are sealed in individual foil packages, which are themselves packed in cardboard. The cardboard storage containers are vulnerable to moisture and should be stored in a dry storeroom away from walls and placed on pallets to protect against rising damp. Cartons should be stored at least 10 cm off the floor, 30 cm away from the walls and stacked no more than 2.4 metres high.

Condoms are fully protected by the individual foil package. However, cosmetic damage to the foil and damage to the outer packaging can make the product appear damaged and therefore less acceptable to the user. Contaminants of any sort (e.g. powders or liquids) should be avoided.

Condoms should be left in their original cartons and inner boxes until needed for distribution. The cartons should be positioned so that the LOT number and expiry date are visible. The cartons should be identified and their locations recorded to ensure that specific LOTS can be located. LOTS should be released on a first expiry—first out basis (FEFO).

Damaged or expired condoms should be kept separately and disposed of in accordance with local procedures for the disposal of damaged medical devices.

For additional information in chart format on condom storage, refer to: http://deliver.jsi.com/dlvr_content/resources/allpubs/guidelines/GuidPropStor_Char.pdf.

For detailed information on the in-country management of storage and distribution, refer to the UNFPA-published *Condom Programming for HIV Prevention—An Operations Manual for Programme Managers* and PATH’s *Procurement Capacity Toolkit: Tools and Resources for Procurement of Reproductive Health Supplies*. 