
CPPC Forum

Procurement Collaboration Strategies

With Maureen Sullivan

October 17, 2016



**A Special Presentation
for CPPC Forum**

With Maureen Sullivan, BA, LLB

October 17, 2016



Facilitator Introduction

Maureen A. Sullivan, BA, LLB

- Owner and President of NECI.
- Curriculum designer for the PSPP and Signature Seminars.
- An experienced litigator, mediator and dispute-resolution practitioner.
- In-depth knowledge of procurement law, contracting issues, and negotiations.
- Legal Editor and Publisher of NECI's quarterly publication, *The Legal Edge*.



No legal advice – seek specific expertise for any legal issues or concerns you encounter!



- Contractors and suppliers **ARE** the experts
- You need them as much as they need you
- Have huge impact on outcome of procurement project

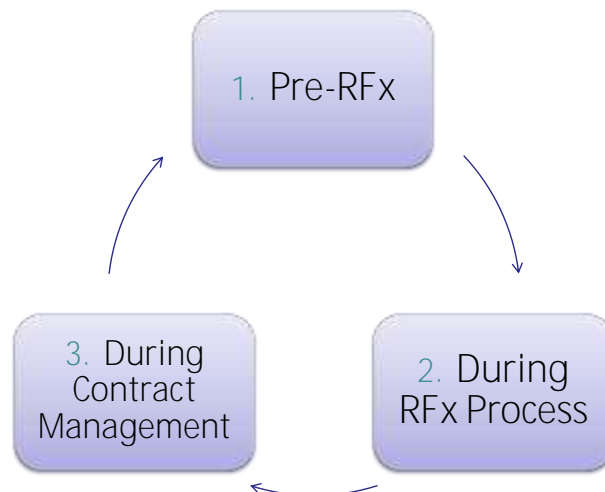


**Ensure the relationship starts well,
stays on track and ends on positive note!**

- Reverse trade shows
- Vendor outreach sessions
- Doing business with government publications
- Balance with fairness obligations



**How you treat them
will come back to help you or haunt you!**



1. Formal Pre-RFx Strategies

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- Vendor Consultation Processes
- Market Sounding
- Commercially Confidential RFIs
- Use of Draft RFP



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2. During an RFX

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- Joint Solutions Procurement
- Building in BAFO
- Use of Non-Binding RFP
- Debriefing and VCRP



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3. During Contract Management

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- Importance of Ongoing Communication
- Regular Inspections and Audits
- Defining and Managing Expectations
- Conducting Root Cause Analysis
- Dispute Resolution Options



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1. Pre-RFx

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❖ Vendor Consultation in Nova Scotia – over 15 years

- Consider this a live RFI
- Briefing session for any interested
- Specific questions posed
- No shortlisting, just information

NOVA SCOTIA

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Typical Questions

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- What they can or can't do
- What they want or don't want to do
- New technology approaches



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Does the preliminary plan make sense?

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- Contracting approach
- Requirements
- Timing
- Budget



Suggestions for improvement?

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PRACTICE TIP

Vendor Consultations Add Value

by Gordon Kyle

In an earlier Legal Edge article, I outlined the key elements of a successful procurement. In this article, I want to focus on an essential ingredient that addresses several of those key foundation pieces – vendor consultations. (See highlights in sidebar.)

A popular theory suggests that, for a given requirement, there is generally more experience and expertise to be found in the related vendor community than is likely to be found within the procuring client organization. In that light, it seems obvious that any significant procurement should be designed with significant input from the vendor community. Well-crafted vendor consultations will not only improve the fit between the requirement and the vendors' capabilities, resulting in more relevant and competitive proposals, it will also increase participation by the best vendors and provide both contracting and solution ideas that are current and workable.

The most recognized approach for getting vendor input is a Request for Information (RFI), or, if the intent is to shortlist the respondents, a Request for Qualifications (RFQ). I would propose an alternative to the RFI if the objective is primarily to get information. An RFQ or shortlisting evaluation submission is still available if desired, but I don't really consider this exercise to be a 'consultation', and it is unlikely to provide the most information and benefits to the process. What I do recommend is vendor consultations that are more interactive and somewhat less formal.

The format that works best follows the initial procurement strategy sessions for the project. These sessions outline the problem at hand and the client department's initial thinking with respect to the contract or contracts it intends to let in order to solve that problem.

The initial step in the consultation process is a briefing session for any and all interested vendors who respond to a *public invitation* for the event. The purpose of this session is to

briefly outline the opportunity and the format and objectives of the process. The briefing then presents specific questions to the vendors and invites them to provide their responses. If time is short, the format of the feedback process can simply be a written submission, but the real benefits accrue when vendors are given the opportunity to deliver their responses in confidential, one-on-one sessions. A key to the success of these sessions is providing clear rules and guidelines to deter vendors from using them as selling sessions. Vendors must understand that nothing they say or present will be used as part of any evaluation process, and that the consultation process is NOT intended to create a shortlist of qualified proponents.

What kind of questions are typical? Here are some of the things you typically want to hear from the vendors who will be interested in the opportunity:

- What they can or can't do
- What they want to or don't want to do
- New technology or approaches to the problem at hand
- Whether your preliminary plan makes sense:
 - Contracting approach
 - Requirements
 - Timing
 - Budget
- Suggestions that will improve the value of proposals

Are there risks associated with vendor consultations? Yes, but they can be easily mitigated. The most obvious is that there might be a perception that a given vendor will have the opportunity to influence the procurement in its favour, to the disadvantage of its competitors. However, if you give all vendors an equal opportunity to 'tilt the playing field in their direction', you can maintain fairness. Vendors, in fact, recognize the value and benefits of these consultations and, in more than 15 years of conducting them, I have never heard a vendor suggest that the sessions were unfair or inappropriate.

I have described here a vendor consultation process that is appropriate to the planning stage in the development of a Request for Proposals (RFP). There is a second point at which such consultations have huge value: at the stage when the RFP draft is complete and before it is finalized for release. Presenting the draft to vendors for their review and comments (usually just written, at this stage) can help tighten up the document, identify inconsistencies and potential points of confusion, and generally avoid the necessity for disruptive addenda. It is also an opportunity to ensure that any mandatory provisions in the RFP will not 'accidentally' eliminate desired proponents, at a stage when you still have an opportunity to correct the problem. This briefing can also replace the post-release vendors' briefing and has the added benefit of getting vendors focusing on the procurement and planning their response strategy prior to the formal release of the RFP.

So, when you are putting together an RFP, why not 'cheat' a little and load your project for success by bringing some real experts into the planning process? Letting the vendors help you get it right with a fair but flexible process will pay huge dividends in the relevance and quality of the proposals you receive.

Successful Procurement Foundation Pieces

- A good business case for the project
- Requirements that fit the need and the marketplace
- Procurement/contracting strategy that fits the requirements
- Clear RFP and appropriate evaluation criteria
- Capable vendors responding
 - High-value/low-risk proposals
 - Best vendor/proposal selected
 - Good contract
 - Good contract management
 - Good vendor relationship
 - Good execution/delivery/performance
 - Successful project outcome

Gordon Kyle is principal of Gordon Kyle & Associates, Inc. in Halifax, Nova Scotia. He is also NECI's Public Sector Procurement (PSP) representative in Atlantic Canada. He can be reached at (902) 488-5550 or gakyle@accesswave.ca.

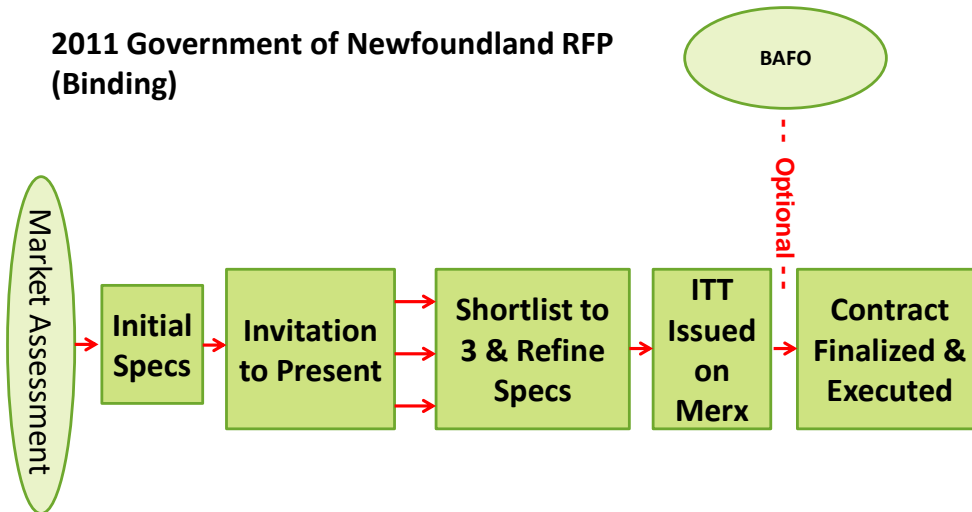
From *The Legal Edge* Issue 109, January - March 2015

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Market Sounding:

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2011 Government of Newfoundland RFP (Binding)



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Market Sounding

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RESULTS:

- ✓ June to October timeframe
- ✓ Each unit \$1,300 less than budgeted
- ✓ Ability to purchase up to 700 more



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WHAT'S WORKING FOR YOU?

Market Sounding for Interactive Whiteboards in Newfoundland

Craig Butt is a senior procurement officer with the Government Purchasing Agency (GPA) for Newfoundland and Labrador and a graduate of the Public Sector Procurement Program (PSPP). In May 2011, after consulting with the Newfoundland Department of Education, schools and school districts, he launched a market sounding for the purchase of more than 1,900 interactive whiteboards (with projectors, mounting hardware, training and software) for all of the public schools in the province.

Technical specialists at the Department of Education and school districts helped define what was needed, and identified companies in Canada, the U.S. and Europe that could provide the technology and hardware. Eight companies responded to the invitation to present.

All of the vendors were invited to present their newest technology, and they all were required to demonstrate their products' ability to meet the minimum specifications, which consisted of 24 main points. They knew what they were allowed to present, and they knew that there would be a debriefing at the end. So they had one chance, which was fair to all.

Two highly knowledgeable people from the Ministry of Education evaluated the presentations with me in June and July. It went very smoothly, because we were prepared.

The presentations were excellent: we got to see the actual hardware and software capabilities. And we videotaped every presentation, with full audio, as a record to use in the evaluation process, as well as in case any dispute arose.

We shortlisted three companies and finalized our specifications by the end of August. We released the specifications to those companies seven days before making the specs public, for their input and sign-off. All three companies signed off on the specs. The public tender then went out for 14 calendar days (in case a reseller for one of the manufacturers wanted to bid).

After review, we had a clear winner on price: the successful bidder offered each unit for about \$1,300 cheaper than we had originally budgeted, which gave the Department of Education the ability to purchase up to an additional 700 boards, if required. This means that 98 to 100 percent of K-12 schools in Newfoundland will have 88-inch interactive boards and software by the end of March 2012.

The contract was awarded in October, and the other two vendors were debriefed. We actually switched from the incumbent supplier, but because everyone had had a chance to bring their best presentation, they understood.

The successful vendor, Egan Team Board, Inc. of Ontario, is providing training for school tech personnel and teachers, and the schools have unlimited use of the software, including home use by students and parents. The deal also includes an extra bulb for each unit (\$400 apiece) and a two-year warranty on each bulb. There is also a standing offer for more boards, which runs until October 2012.

And we got one of the top three boards on the market. They can be used as whiteboards, they respond to the touch of a finger or a stylus or the end of a pen, two students can work on a board at the same time, and the software can even email homework to students at home, and receive completed work back again.

Egan's local representatives, Pinnacle Office Solutions Ltd. in Mount Pearl (outside of St. John's), has provided exceptional service, which has meant a very effective and smooth rollout of these boards.

I wouldn't have suggested the market sounding approach without having been through the PSPP training, and I would definitely do it again. This was the largest procurement I've done for the GPA, and probably one of the most enjoyable experiences I've ever had in government purchasing.

Thanks to Craig Butt, Procurement Officer III, Government Purchasing Agency, Government of Newfoundland and Labrador. He can be reached at (709) 729-3340 or CraigButt@gov.nl.ca.

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Commercially Confidential RFIs

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- For proponents who feel their questions is proprietary
- May not otherwise ask question
- Proponent submits as 'commercially confidential'



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WHAT'S WORKING FOR YOU?

Commercially Confidential RFIs in Nova Scotia

Gordon Kyle is principal of Gordon Kyle & Associates, Inc. in Halifax, Nova Scotia and NECI's Atlantic Canada Public Sector Procurement Program (PSPP) representative.

When the Government of Nova Scotia issues a Request for Proposals (RFP), vendors may ask for clarification of the RFP contents and requirements – called Requests for Information (RFIs). But since it is now policy to publicly post all RFIs and answers, many vendors are reluctant to ask questions that may involve proprietary information.

PPI Consulting uses a process called Commercially Confidential RFIs (CCRFIs). We include information about it in the solicitation documents. If a proponent believes that it has a question about a unique or proprietary capability, it can submit its question in confidence.

If the question passes a two-part fairness test, the buying organization will answer the question confidentially. If not, the organization returns the question to the vendor, who has the option to resubmit it through the usual RFI channel, for a public response.

When Nova Scotia first started using the CCRFI process, everyone started qualifying their questions as CCRFIs. Most were sent back. It has been a learning process for vendors, but the feedback we get is that they value the opportunity to communicate independently and confidentially. It improves the quality of proposals.

Gordon Kyle can be reached at 902-488-5550 or gakyle@accesswave.ca.

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Use of Draft RFPs

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- Usually in conjunction with short-listing
- A chance for respondents to provide feedback
- Takes place before competitive process
- Owner may or may not incorporate suggestions



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2. During RFX Process

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❖ Joint Solutions Procurement in BC

- Engages provider at deeper level than traditional procurement
- RFP more of a problem statement
- Quickly narrows the field to two
- Iterative solutions development over time
- Final BAFO submitted by both
- Partner selected, solution built collaboratively

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B.C. Signs 10-Year Deal for IT Workstations

How does a provincial government handle 29,000 computer workstations? How does it maintain and replace workstation hardware? Who answers the thousands of phone calls for help desk and onsite support? What about updating the desktop software and the technology? In December 2004, the B.C. government signed a 10-year contract with IBM Canada to address just those issues. Here are the key features of the \$300 million deal.

Procurement Strategy

After internal business-case planning, the goal of the Workplace Support Services project was to outsource all of the government's desktop/laptop computer services. Ultimately, the province wanted a partner to assume the day-to-day operation of the IT service delivery, as well as a portion of the financial and operational risks.

A unique feature was the use of Joint Solutions Procurement (JSP). At its simplest, JSP is another part of the selection process, which still uses a standard Request for Proposals (RFP) as the competitive mechanism. What's different is that JSP builds collaboration into a normally secretive, siloed process. Rather than asking proponents to simply respond to a prescribed amount and type of information, JSP allows the RFP organization and shortlisted proponents to work together to assess specific challenges and develop possible best-value solutions, sharing their expertise and knowledge. JSP gives the RFP organization greater insight into the proponent's capability, and both sides get a better sense of their potential 'fit'. This means a lot when parties might be working together on 10-year contracts.

How B.C. Used JSP

The B.C. government released its Joint Solution Request for Proposals (JSRFP) in December 2003. Written responses from five proponents addressed capability, financial and human-resource capacity, and commitment to the objectives and contract term of the project. From those initial responses, the province shortlisted three companies.

In Phase 1, based on summary information about the way the province currently handled its IT delivery and support, the three shortlisted proponents prepared broad-stroke concepts. On the basis of those responses, the province chose two – EDS Canada and IBM Canada – for Joint Solutions Development (JSD).

In Phase 2, the province gave the two proponents wider access to information about its IT business so they could expand their initial concepts. Protected by confidentiality agreements, proponents were able to ask more detailed questions and work directly with government staff. The proponents developed potential solutions for business processes, governance and transformation, how the economic model (and the economic structure of the deal itself) would work, how to migrate technology and personnel, and how they would structure policy and assure compliance – particularly with respect to privacy legislation and practices. The proponents then wrote their final proposals, which were assessed by an evaluation team made up of staff and outside consultants. Phase 2 ended in June 2004 with IBM Canada as the successful proponent. IBM was chosen for the strength and quality of its final solution, which emphasized a service transformation that was low-risk for the province, and a comprehensive approach to personnel transition, through its unionized subsidiary, ISM Canada.

In Phase 3, the B.C. government performed due diligence on IBM Canada, including site visits and reference checks. It also validated the planning assumptions that IBM had used to develop its proposed solutions.

Structure of the 10 Year Deal

Phase 4 was the final contract, signed on December 3, 2004. Under it, IBM Canada, supported by ISM Canada, delivers IT support services across the B.C. government. That includes supplying, installing, maintaining and replacing workstation hardware, providing help desk and onsite support, and managing desktop software and hardware for approximately 29,000 workstations. Field support and asset management are provided by two B.C. subcontractors. Most importantly, 92% of affected government employees accepted jobs with ISM Canada, migrating with their compensation, benefits, and union representation.

Benefits to the Province

B.C. has been promised certain key benefits with this deal:

- **Financial benefits** – The province will see ongoing reductions in its annual cost of workplace support services. Over the 10 years of the contract, it stands to realize financial benefits of about \$80 million, and it is protected from IBM making “excessive” profit.
- **Transferred service delivery risk** – IBM has assumed the risk for service and technology upgrading and delivery.
- **Standardized design** – Workstation hardware, software, support and service will be standardized across the B.C. government.

- **Improved service** – Service-level and pricing are benchmarked by an independent third party. IBM has committed to report regularly on service-level performance pegged to enforceable service levels: over-achievement will bring service credits, and remedies are defined for under-achievement.
- **Better security** – Recommendations from the B.C. Privacy Commissioner were incorporated into the contract language. IBM is bound to security audits, and breach of privacy brings substantial financial remedies and the right to terminate the contract.
-

For more information about the IBM deal, and to view the complete project report, visit www.solutionsbcshareservices.gov.bc.ca

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- Can be done in binding or non-binding process.
- Usually for specs/solution iterations.
- Fairness and transparency are critical – must structure process!
- BAFO proposals normally evaluated against original process criteria.



- BAFO allows owner to tap into proponent expertise during the process!
- Proponents help fine-tune the solution/specs.
- Captures innovation from the market.



- BAFO is a central feature.
- No legal obligations unless a contract is signed.
- Less legal risk for owner.
- Potentially more business risk for owner.

Still must ensure fairness and transparency!

❖ **Key challenge – defining negotiation process**

- What are you trying to achieve?
- What are key negotiation points?
- Where do you need to see movement?
- When/how will you move to next (consecutive)?
- How will you avoid cross-contamination (concurrent)?



Debriefing and VCRP

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- Diffuses suspicion
- Recognizes effort
- Helps respondents next time
- Heads off legal/ other challenge
- Helps owner refine process



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Debriefing – key risk area

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- In person or written?
- What info can you provide?
- What notes (if any) do you release?
- Who do you need to bring with you?



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OBJECTIVE: 'Happy Losers'



Detailed Debriefing Guidance from the Trenches

Gordon Kyle has been providing procurement advisory services in the Atlantic Region for more than 20 years, guiding public-sector entities through more than 80 procurement-related projects. As many of you might remember, Gordon partnered with NECI and the Province of Nova Scotia in the development and roll out of the Public Sector Procurement Program (PSPP). Now semi-retired, Gordon continues to oversee procurement advisory projects for his firm, Gordon Kyle & Associates and participates as an online course facilitator and occasional instructor for PSPP courses in Atlantic Canada.

In a recent sit-down with Gordon, we discussed the nuances of a successful debriefing, and how he approaches this thorny issue with his clients on major infrastructure and other public-sector procurement projects. Gordon describes one of his key objectives for implementing a robust evaluation, documentation and debriefing process as “happy losers.” In other words, the objective is to have unsuccessful respondents eager to compete for the next opportunity, rather than feeling dejected, confused, and unable to understand where their proposal fell short.

Like most project success indicators, a good debriefing experience starts with procurement planning. The evaluation criteria and weighting section of the RFX should very clearly explain to respondents how their proposals will be evaluated. It should also provide similar guidance for the evaluation committee. The evaluation team first scores the proposals independently, and then comes together for the consensus meeting. Gordon’s process requires that, if a respondent falls below 80 percent of the allocated points for a category, consensus notes are created to document why they fell short. If the project is particularly sensitive, it might even be necessary to document the rationale for scores above 80 percent, although this of course slows down the process considerably.

When it comes to documenting reasons during the consensus meeting, Gordon encourages participants to focus on two key areas:

- What would be helpful for respondents to know so that they can improve future responses?
- What would the auditors need to see in order to be satisfied that the process was fair and effectively conducted?

A key difference with Gordon’s suggested approach is that, during the debriefing, the respondent is actually provided with a copy of the detailed consensus scoring notes for their proposal. These notes reflect the scoring on each of the evaluation criteria, providing guidance for respondents to the granular level. It has been Gordon’s experience that the more detail provided, the lower the likelihood is of any Freedom of Information and Protection of Privacy applications, legal challenges, or further enquiries. During the debriefing session, his team will review some of the high-level comments, leaving the respondent to review the more detailed feedback at their leisure.

While the process of documenting detailed consensus notes is both time-consuming and not without legal risk (all comments must be objective and defensible), in Gordon’s experience, respondents to these larger, more resource-consuming competitive processes love the detailed notes and sincerely appreciate any pointers provided. He regularly has respondents thank him profusely for the helpful debriefing – suggesting that indeed it is possible to have “happy losers” in the world of procurement.

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3. During Contract Management

- Incorporate rights, remedies and expectations into the contract
- Then **MANAGE** against these



Early and regular communication is key

- Pre-work meeting.
- Change order management process.
- Regular check-ins.
- Be accessible.
- Celebrate the successes too!



Regular Inspections and Audits – How often, how many?

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❖ Considerations include:

- Experience of contractor
- Size/complexity of the contract
- Political or other sensitivities
- Random or scheduled (or both)

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Defining and Managing Clear Expectations

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- Draft **SMART** service levels – performance of services vs. delivery of results
- Milestones
- Timelines
- Change order/SL adjustment process

What gets measured gets managed!

(aka: garbage in garbage out!)

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Draft SMART Service Levels

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- S**pecific
- M**easurable
- A**chievable
- R**esults-based
- T**ime-bound



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Table Discussion

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- What is the most effective SMART contract measure you have seen?
- What is one that could be improved upon?

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When things go sideways –
when informal discussions fail:

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1. Conduct a Root Cause Analysis



They won't



They can't



They don't know

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When things go sideways –
when informal discussions fail:

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NEXT STEPS



2. Look in mirror

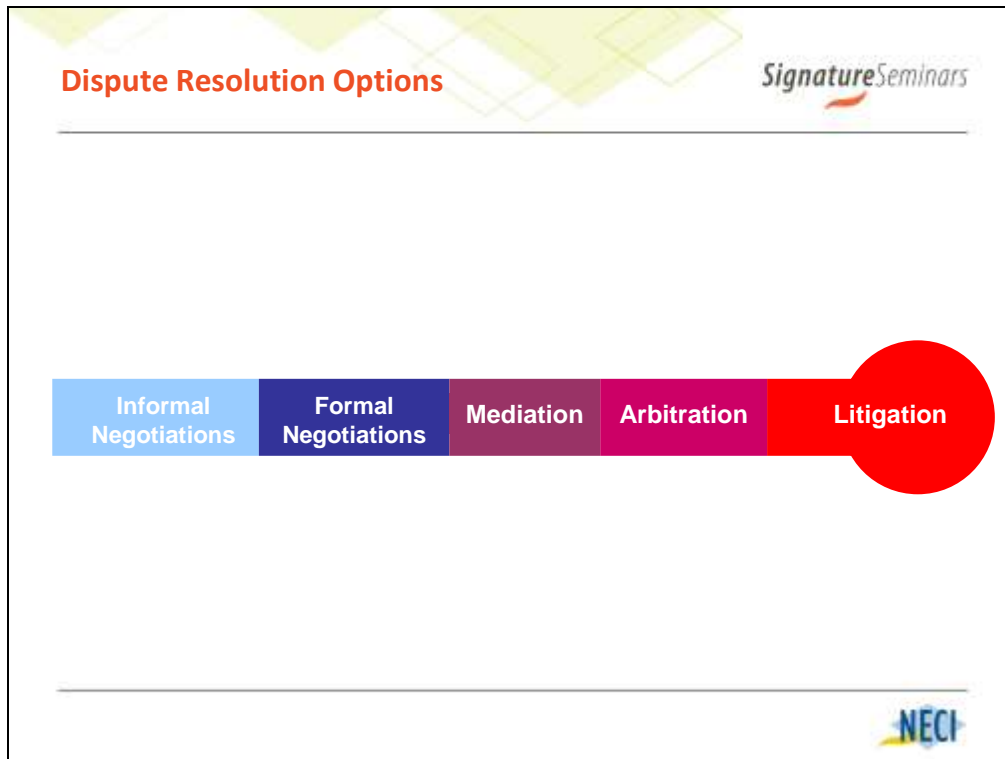


3. BATNA



4. Meet contractor

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Example: Escalation from Informal to Formal

BC Ministry of Forests

14.01 If a dispute occurs between the Parties concerning any matter governed by the Agreement, the disputing Party shall promptly advise the other Party and the Parties together shall use all reasonable efforts to resolve the dispute.

14.02 If the Parties are unable to resolve the dispute informally, within five (5) Work Days, then the Contractor shall give to the Ministry Representative written particulars of the complaint, which particulars shall include the following:

- a detailed description of the nature of the complaint
- a list of the relevant provisions of the Contract Documents; and
- an evaluation by the Contractor of the matters in dispute.

14.03 The Province shall, within twenty (20) Work Days of receipt by the Ministry Representative of the written particulars, give the Contractor a decision, in writing, of one of the following:

- that the Province accepts the position of the Contractor, or

- that the Province rejects the position of the Contractor

14.04 If the Province accepts the position of the Contractor, the Parties shall enter into an Amending Document to reflect the Agreement.

14.05 If the Province rejects the position of the Contractor, the Parties shall proceed to mediation with a mutually agreed upon third party. If the dispute is not resolved within fifteen (15) Work Days of appointment of the mediator, then the Parties may, if they both agree, proceed to arbitration pursuant to the Commercial Arbitration Act.

14.06 If the matter in dispute is not resolved promptly pursuant to section 14.01, the Ministry Representative may give to the Contractor instructions that in his or her opinion are necessary to provide for the proper performance of the Work and to prevent delays.

14.07 If the Contractor receives instructions pursuant to section 14.06, the Contractor shall act immediately to carry out the Work pursuant to the instructions, but any Work performed by the Contractor in this respect shall be without prejudice to any claim the Contractor may have concerning the dispute.

14.08 Nothing in this Article precludes either Party from having a dispute resolved by a court of competent jurisdiction, although no steps shall be taken by either Party to initiate legal proceedings until after the process described in sections 14.01 through 14.03 has been completed.

Escalation Provisions

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- Escalating along a continuum from informal to formal
- Escalating up through the ranks



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Remember

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- ❖ You need the appropriate skillset to manage these provisions
 - Use non-judgmental curiosity
 - Be prepared to be persuaded
 - Thoroughly prepare (interests, BATNA, agenda etc.)
 - Practice, practice, practice!



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Conclusions

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- Informal and formal pre-RFx strategies allow you to tap into innovation
- Sends the message that you value their expertise and input
- Reality test proposed procurement and contract structure.
- Can inform how (or if) you proceed



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However

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- Keep in mind this is business!
- Strive for fair, firm, reasonable and effective.
- Must be able to demonstrate value for money.
- Know when you are too close!



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Questions, Comments?

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Thank you!

*Stay ahead of the curve with
NECI newsletter and events.*

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