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PROCUREMENT STUDY

5% PREFERENCE PROGRAM

DEPARTMENT of Administration

### Office Memorandum

TO: John Haggerty, Director Materials Management Division

DATE: May 8, 1986

FROM: Randy Gough, Auditor-Consultant

Gene Glaeser, Auditor-Consultant Materials Management Division PHONE: 6-5942 6-1047

SUBJECT: Final Report on Procurement Study

This report is on the study of the State Procurement S.E.D. 5% Preference Program for FY '84 and FY '85, conducted by Randy Gough and Gene Glaeser of the Materials Management Division, Inventory Management Activity, from December, 1985 through March, 1986.

An analysis of 5% preference awards was accomplished by selecting samples of purchase orders awarded to S.E.D. vendors, under the S.E.D. 5% Preference Program, purchases bid under the S.E.D. 5% Preference Program that were not awarded to preference vendors, and an analysis of the general procurement purchase order files, excluding S.E.D. 5% preference awards. This study encompassed fiscal years '84 and '85. A count of preference P.O.'s for FY '84 demonstrated that there were 1129 P.O.'s. 295 P.O.'s were in the sample per the sampling chart or every 38th P.O. For FY '85, the count was 516 P.O.'s; 226 were to be sampled or every 2 P.O.'s. After the preference sample was selected, it was determined that there were 109 preference bids awarded and 186 preference not awarded in the sample for FY '84. This was increased to 122 awarded and 191 not awarded due to multiple awards on certain P.O.'s. The sample size for preference P.O.'s in FY '85 was determined to be 50 awarded and 176 not awarded. This increased to 55 awarded and 179 not awarded due to multiple awards on individual P.O.'s. The files containing Requests, Bids, and P.O.'s were then audited.

The cost of the 5% Preference Program can be estimated by analyzing the following statistical information regarding awarded dollars: In FY 84, 81 awarded P.O.'s or 68% of the sample were the low bid and were processed at no additional cost to the state. 21 P.O.'s or 18% of the sample were 5% or less over the low bid. These cost the state \$828 or an average of \$39. This is .5% of total awarded dollars of 164,598. By extending these analysis to the 1129 estimated total P.O.'s awarded to preference vendors in FY 84, 68% or 769 were at no additional cost to the state, 18% of the P.O.'s or 199 were processed at an additional cost of \$39 per P.O. or \$7761. This is .5% of total awarded dollars of 1,561,407.

For FY 85 the cost to process 5% preference awards was as follows: of 48 P.O.'s in the sample, 31 or 65% were low bid, 11 or 23% were 5% or less over low bid averaging \$311 per P.O.. This is 1.5% of total awarded dollars of \$230,786. By extending these analysis to the estimated 516 P.O.'s awarded to Preference vendors in FY 85, 333 were the low bidder, 118 P.O.'s were 5% or less over low bid at a cost to the state of \$36,698. This was 1.5% of \$2,480,928 total awarded dollars. (See paragraph 1-B).

In FY 84, 14% of our sample exceeded 5% over low bid and in FY 85 13% exceeded 5% over low bid. These could not be included in the cost to process because the reasons for the variations were not determined during the audit and the lowest "acceptable" bids are unknown.

- I. The following is an analysis of P.O.'s awarded to Preference Vendors in FY '84 and '85. The sample size for FY '84 was 122 (3 files did not include bids). The sample size for FY '85 was 55 (7 files did not include bids). Files without bid forms could not be included in dollar comparisons.
  - A. The first comparison is the number of sampled P.O.'s in low, mid, and high dollar ranges to the awarded dollars in these ranges.

### Awarded Dollar Ranges for FY '84:

```
$ 1 - $ 500 65% of P.O.'s 12% of Awarded Dollars
$ 501 - $1000 11% of P.O.'s 6% of Awarded Dollars
$1000 - Up 25% of P.O.'s 82% of Awarded Dollars
```

### Awarded Dollar Ranges for FY '85:

\$ 1 -	\$ 500	55% of P.O.'s	3% of Awarded Dollars
\$ 501 -	\$1000	11% of P.O.'s	2% of Awarded Dollars
\$1000 -	Up	35% of P.O.'s	96% of Awarded Dollars

Graph A-1 displays numbers of P.O.'s by dollar ranges and compares FY '84 to FY '85.

Graph A-2 displays the awarded dollar values in these ranges and compares FY '84 to FY '85.

Graphs A-3 and A-4 display these values in percents and compare FY '84 to FY '85.

B. The second finding was that the preference bidder is the apparent low bidder on 68% of awarded bids in FY '84 and 65% in FY '85. This was determined by the low bid equalling the awarded bid. (See Graph A-5).

A further comparison of low bid to awarded bid shows:

#### For FY '84:

```
68% of sample awarded bids equal low bid.
18% of sample awarded bids does not exceed 5% over low bid.
14% of sample awarded bids exceeds 5% over low bid.
```

### For FY '85:

65% of sample awarded bids equal low bid.
23% of sample awarded bids does not exceed 5% over low bid.
13% of sample awarded bids exceeds 5% over low bid.

C. Awards to preference vendors were made by the following minority designations: (See Attachments 1A and 1B.)

#### FY '84:

Black	A = 14%.
Hispanic	B = 14%.
Asian or Pacific	
Islander	D = 21%.
Women	F = 36%.
Labor Surplus Area	H = 14%.

#### FY '85:

Black	A = 32%.
American Indian	C = 4%.
Women	F = 28%.
Labor Surplus Area	H = 36%.

In FY '84 the following information was determined:

One vendor won 100% of American Indian minority designation. One vendor won 95% of Asian or Pacific Islander designation. One vendor won 71% of the women minority designation.

(See Graph A-6.)

The findings for FY '85 did not indicate any one vendor capturing a majority of the awards in a minority designation category.

- D. The following analysis is of the State Agencies using the 5% Preference Program:
  - FY '84 Six agencies accounted for 75% of P.O.'s awarded to preference vendors. These were State Universities, Community Colleges, Human Services, DNR, Corrections and DOT.
  - FY '85 The same six agencies accounted for 71% of P.O.'s awarded to preference vendors.
- E. An analysis of procurement records on the 5% Preference Program follows:
  - 1. For FY '84, 24 of 122 P.O.'s awarded to preference vendors in the sample, or 20%, were not on any list provided by the Procurement Division as preference vendors. 14 of these were from requisitions with multiple winning vendors; one of the winning bids on the requisition was a preference vendor.
  - 2. For FY '85, 4 of 55 P.O.'s awarded to preference vendors in the sample, or 7%, were not on any list provided by the Procurement Division as Preference Vendors. 2 of these were from requisitions with multiple winning vendors.

- II. The analysis of preference bids not awarded to preference vendors follows: The sample size for FY '84 was 191 (9 of these files did not contain bid forms). For FY '85, the sample size was 179 (6 of the files did not contain bid forms).
  - A. The first comparison is of numbers of sampled P.O.'s in low, mid, and high dollar ranges compared to awarded dollars in these ranges.

### Awarded Dollar Range for FY '84:

```
$ 1 - $ 500 49% of P.O.'s 4% of Awarded Dollars
$ 501 - $1000 18% of P.O.'s 6% of Awarded Dollars
$1000 - Up 33% of P.O.'s 82% of Awarded Dollars
```

### Awarded Dollar Range for FY '85:

```
$ 1 - $ 500 36% of P.O.'s 4% of Awarded Dollars
$ 501 - $1000 20% of P.O.'s 7% of Awarded Dollars
$1000 - Up 44% of P.O.'s 89% of Awarded Dollars
```

(See Graphs B-1 thru B-4.)

- B. The second analysis is of State Agencies using the 5% Perference Program:
  - FY '84: The following six agencies accounted for 76% of Preference not awarded: State Univerities, Community Colleges, Human Services, DNR, Corrections and DOT.
  - FY '85: The same agencies accounted for 74% of Preference not awarded.
- III. The procurement purchase order file study also included gathering data and analysis of samples from approximately 30,000 P.O. files each from the fiscal years 1984 and 1985. An exact count of the P.O.'s in these files was not known so the estimate of 30,000 files for each year was used to determine the random sample size. (Preference bids awarded, preference bids not awarded, construction and contract awards were not counted in the sample of the overall P.O. files.)

#### Analysis of Non-preference Bids Awarded in FY '84 & '85:

A. The sample size for FY '84 was generated from an estimate of 30,000 total files; however, after going through the entire file, the actual number was 24,806 total population. The original sample size was 379 but was increased to 391 because of multiple vendor awards on several individual requisitions.

The FY '85 file was also estimated to be 30,000 files. The actual number was 21,962 after going through the entire file. The original random sample of 395 was increased to 409 because of multiple vendor awards on several requisitions.

B. The first comparison is of number of sampled P.O.'s in low, mid, and high dollar ranges to awarded dollars in these ranges.

#### Awarded Dollar Ranges for FY '84:

\$ 1	_	\$ 500	48% of P.O.'s	5% of Awarded Dollars
\$ 501	-	\$1000	20% of P.O.'s	6% of Awarded Dollars
\$1000	_	Uр	32% of P.O.'s	90% of Awarded Dollars

#### Awarded Dollar Ranges for FY '85:

\$ 1 -	\$ 500	47% of P.O.'s	7% of Awarded Dollars
\$ 501 -	\$1000	21% of P.O.'s	9% of Awarded Dollars
\$1000 -	Up	30% of P.O.'s	84% of Awarded Dollars

(See Graphs C-1 through C-4.)

C. An extended analysis revealed the following information:

Using an estimated total cost of \$120 to process a purchase order for FY '84 and FY '85, the following statistics were revealed:

1. For FY '84, in the \$1 to \$500 awarded bid range, bids of \$44,004 were awarded in our sample at a cost to process of \$22,440, based on 187 P.O.'s at \$120 each. This resulted in a total cost to process that was 51% of the total value of the P.O.'s in the sample.

In the \$500 to \$1000 range, bids of \$54,417 were awarded in our sample at a cost to process of \$9,360, based on 78 P.O.'s. This resulted in a total cost to process of 17% of the total value of the P.O.'s in the sample.

In the \$1000 and up range, bids of \$854,353 were awarded in this sample with a total process cost of \$15,120, based on 126 P.O.'s in the sample. The cost to process in this range was 2% of the total value of P.O.'s in the sample.

The \$1 to \$500 range total cost to process was 34% higher than the \$500 to \$1000 range, and 49% higher than the \$1000 and up range. A question about the cost effectiveness for dollars spent should be raised in this area based on the number of P.O.'s in each range. (See Graph C-5.)

2. In the sample for FY '85, in the \$1 to \$500 range, \$40,442 were awarded at a cost to process of \$22,920 based on 191 P.O.'s. This resulted in a cost to process of 57% of the total value of P.O.'s in the sample.

In the sample for the \$500 to \$1000 range, bids of \$60,556 were awarded with a total process cost of \$10,440 based on 87 P.O.'s in the sample. The cost to process in this range was 17% of the total value in the sample.

In the \$1000 and up range, bids of \$589,457 were awarded in the sample with a total process cost of \$15,720, based on 131 P.O.'s in the sample. The cost to process in this range was 3% of the total value of P.O.'s in the sample.

The total cost to process in the \$1 to \$500 range was 40% higher than the \$500 to \$1000 range and 54% higher than the \$1000 and up range. (See Graph C-6.)

D. The following Departments constitute the largest share of the awards in the \$1 to \$500 awarded bid range:

FY '84 — Total P.O.'s 187

DEPT.	<u>P.O.'S</u>	% OF TOTAL
State Univ.	39	21%
Human Svcs.	26	1.4%
Comm. Colleges	24	13%
DNR	14	7%
Corrections	12	6%
DOT	12	6%
	127	67% of P.O.'s in Range

FY '85 -- Total P.O.'s 191

DEPT.	<u>P.O.'S</u>	% OF TOTAL
State Univ.	39	20%
Human Svcs.	30	16%
Comm. Colleges	23	12%
DOT	22	12%
Corrections	13	7%
DNR	12	6%
	<del>13</del> 9	73% of P.O.'s in Range

This information suggests state agencies where efforts should be concentrated to promote use of ALP's.

- IV. Results of other analysis of procurement purchase order files.
  - A. The following departments accounted for 75% of P.O.'s awarded to Preference Vendors and 76% of Preference, not awarded in FY '84:

```
State Univ. - 29% (18% awarded - 21% not awarded)
Comm. Coll. - 16% (26% awarded - 14% not awarded)
Human Svcs. - 12% (8% awarded - 15% not awarded)
DNR - 11% (8% awarded - 13% not awarded)
DOT - 8% (8% awarded - 8% not awarded)
Corrections - 6% (6% awarded - 7% not awarded)
```

#### For FY '85, the figures were as follows:

State Univ.	-	19% (20% awarded		18% not awarded)
Comm. Coll.	-	12% (16% awarded		11% not awarded)
Human Svcs.	-	12% (7% awarded	-	13% not awarded)
DNR		12% (15% awarded		
Corrections	-	10% ( $4%$ awarded	-	12% not awarded)
DOT	-	6% ( $9%$ awarded	_	8% not awarded)

- B. The average Procurement delay in processing Purchase Requisitions was 11 days in FY '84 and 13 days in FY '85. The delay is based on the number of days from when the Requisition was signed at the Agency to the date Requests for Bids were sent out by Procurement.
  - Analyses were conducted on Procurement delays as compared to Commodity Code and as compared to amount of awarded bids. No conclusions were drawn from these analyses. The reports are available for review.
- V. The following information was gathered for each sample from the Procurement Division's Purchase Order files. This information was sorted in many different ways in an attempt to analyze all available data. The following information is available on various reports:

Commodity Codes Department/Division Requisition Number Awarded Bid Amount Low Bid Amount High Bid Amount Number of Bids per Requisition Date Ordered by Agency Date the Requisition was Received at Procurement Date Requests for Bids Went Out or Date Bids Were Due Name and Location of Winning Vendor Bid Ranges (High to Low) % High Bid Exceeded Low Bid Submission Delay (Days From Date Agency Signed Requisition to Date Received at Procurement Procurement Delay (Days From Date Procurement Received Requisition to Date Request for Bids Went Out

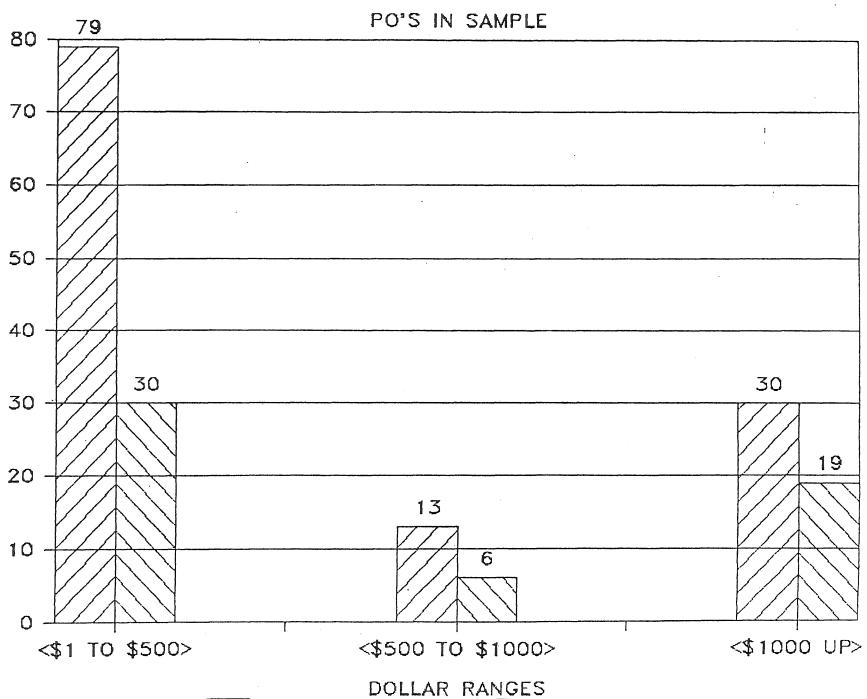
All of the data and information generated during the study was obtained from the files of the Purchasing Section of the Materials Management Division and has been recorded permanently on computer diskettes. The computer files have been sorted to provide information on various aspects of the purchasing process and to display the information in report and graph form. A total of 36 individual reports and 16 graphs was generated from this study, and information can be printed upon request.

The Auditors appreciate the assistance given by the staff of the Procurement Section and especially by Lorrie Birkholz of the Fiscal Services Division who provided guidance in using the LOTUS 1-2-3 Program.

cc: Babak Armajani, Deputy Commissioner
Department of Administration

Jeff Zlonis, Assistant Commissioner Dept. of Administration

Paul R. Stembler, Acting Director Inventory Management



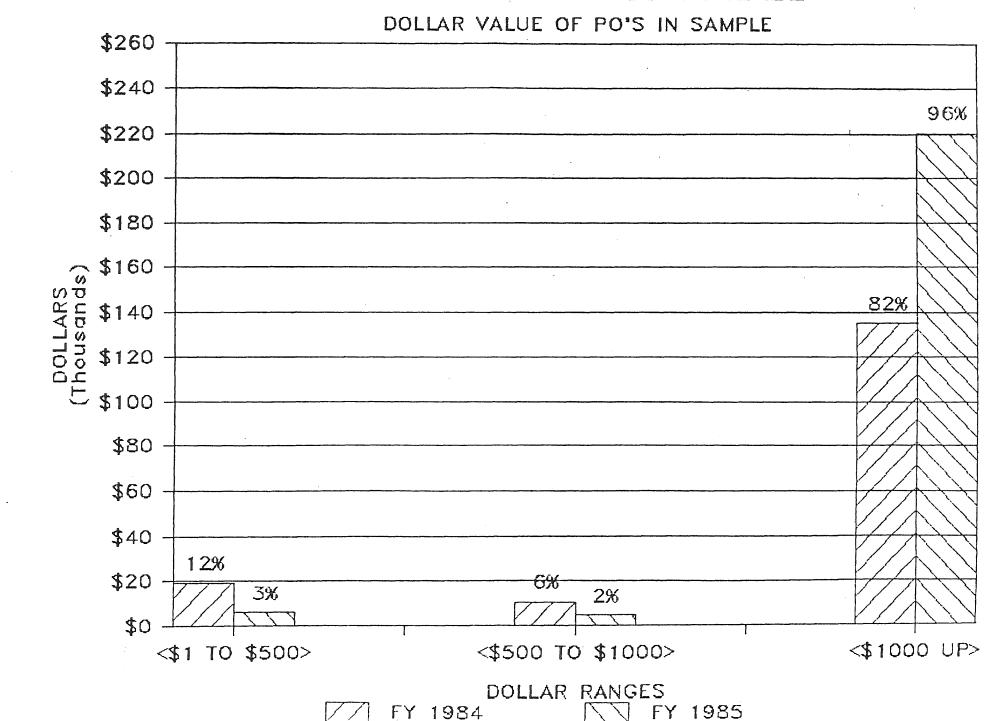
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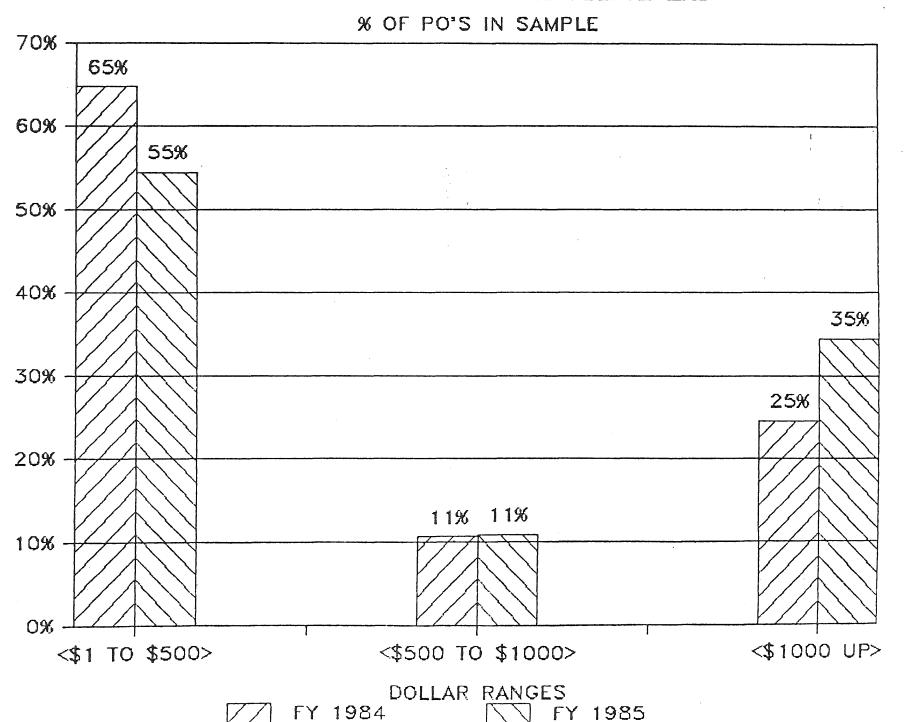
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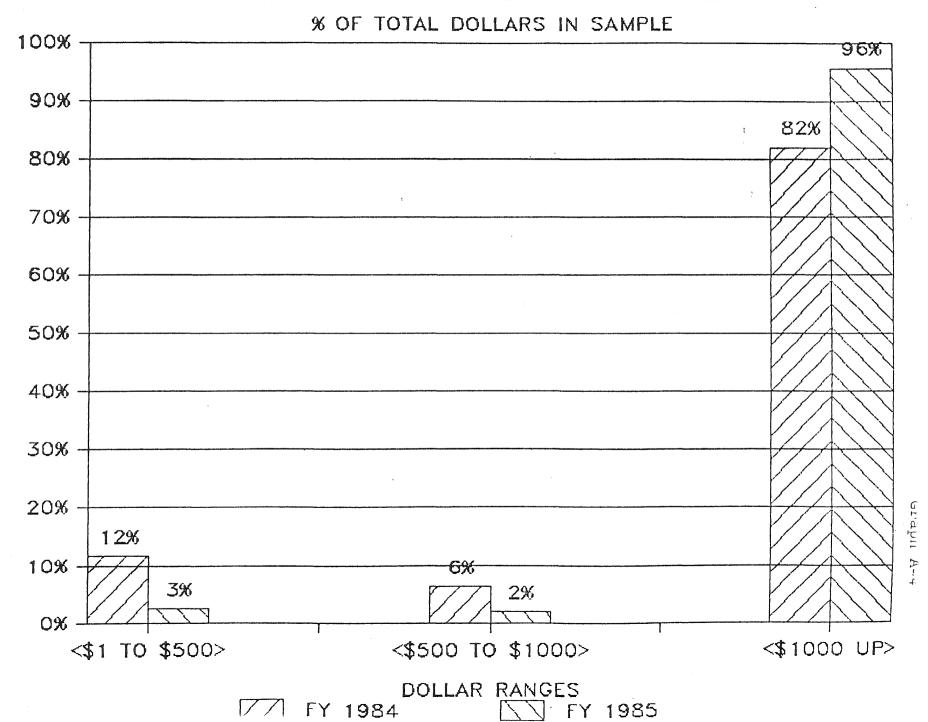
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Graph A-1

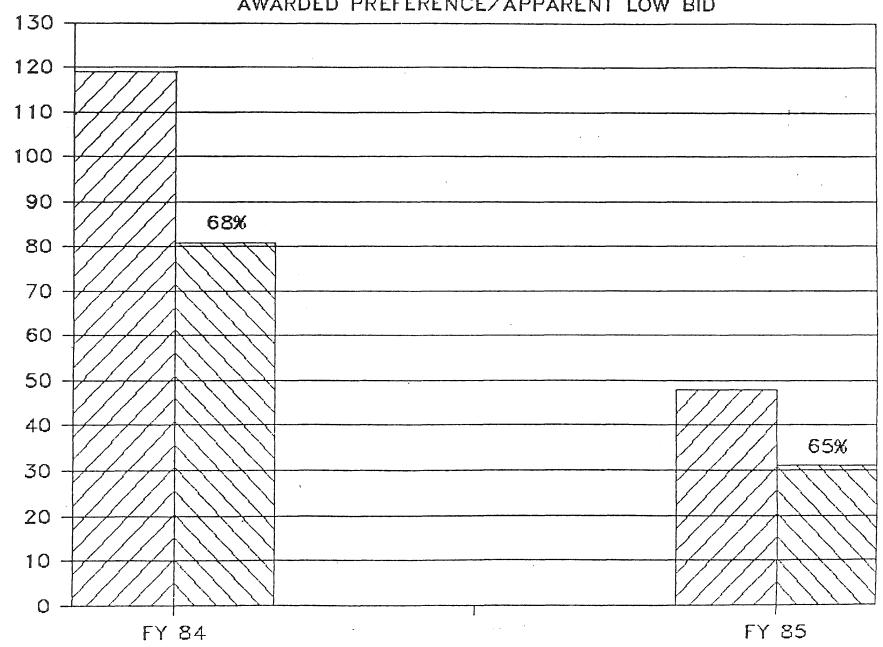


Graph A-2

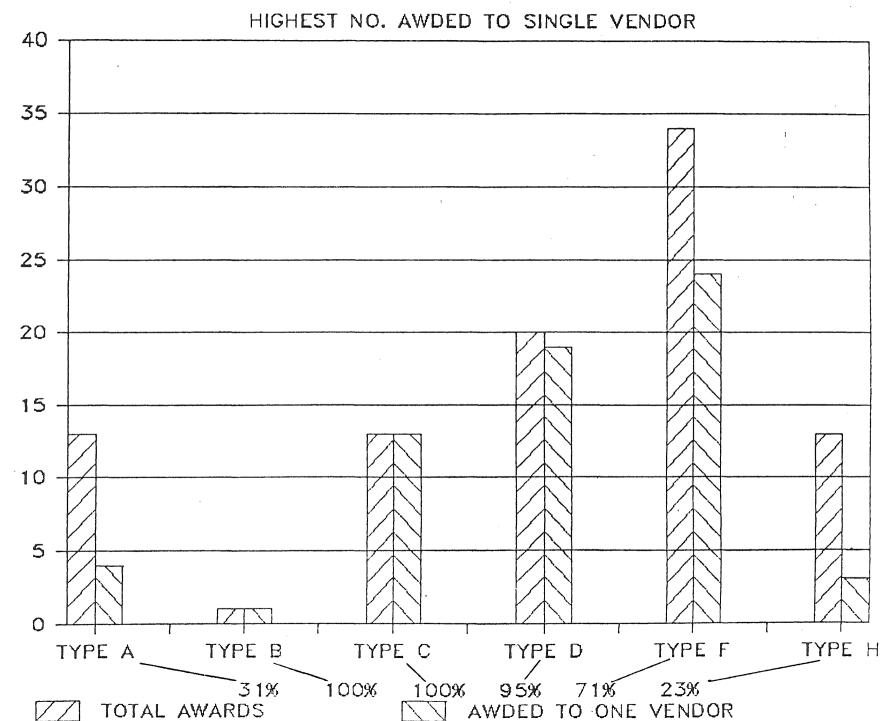




AWARDED PREFERENCE/APPARENT LOW BID



## FY 84 PREFERENCE AWARDED



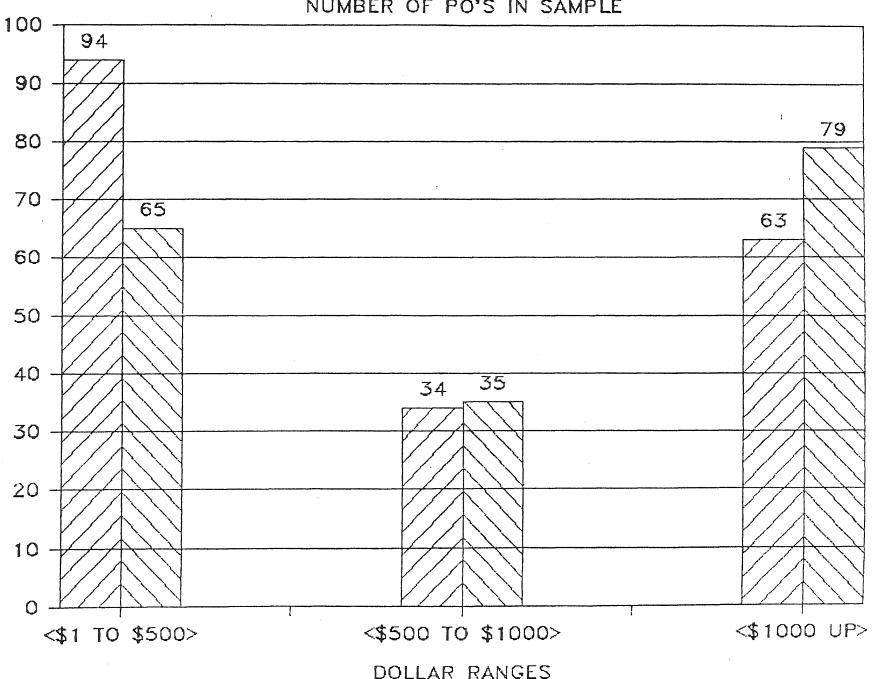
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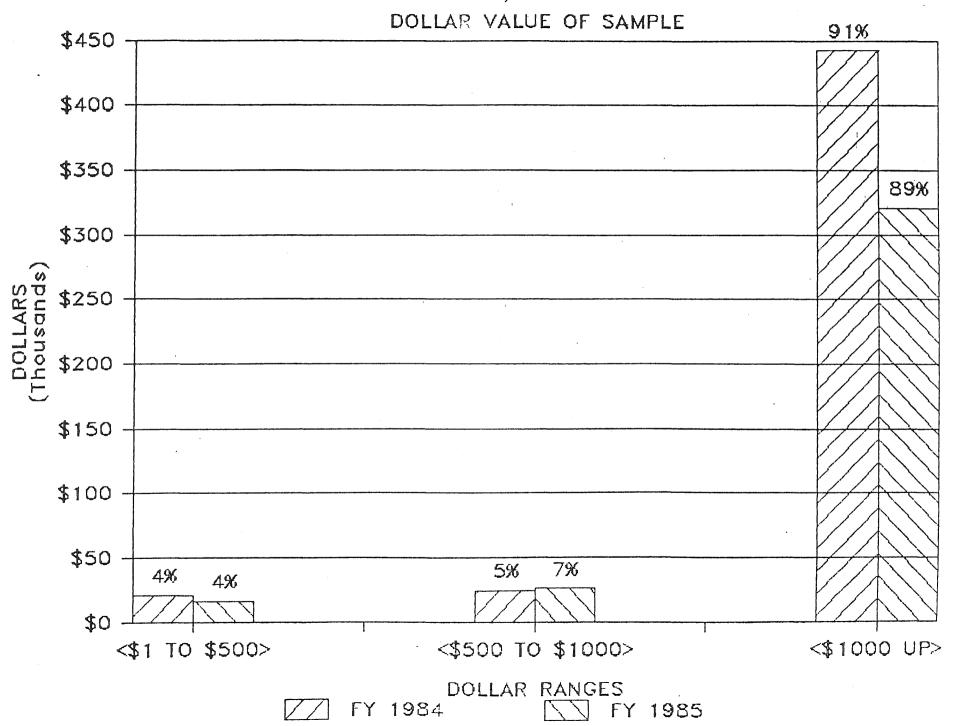
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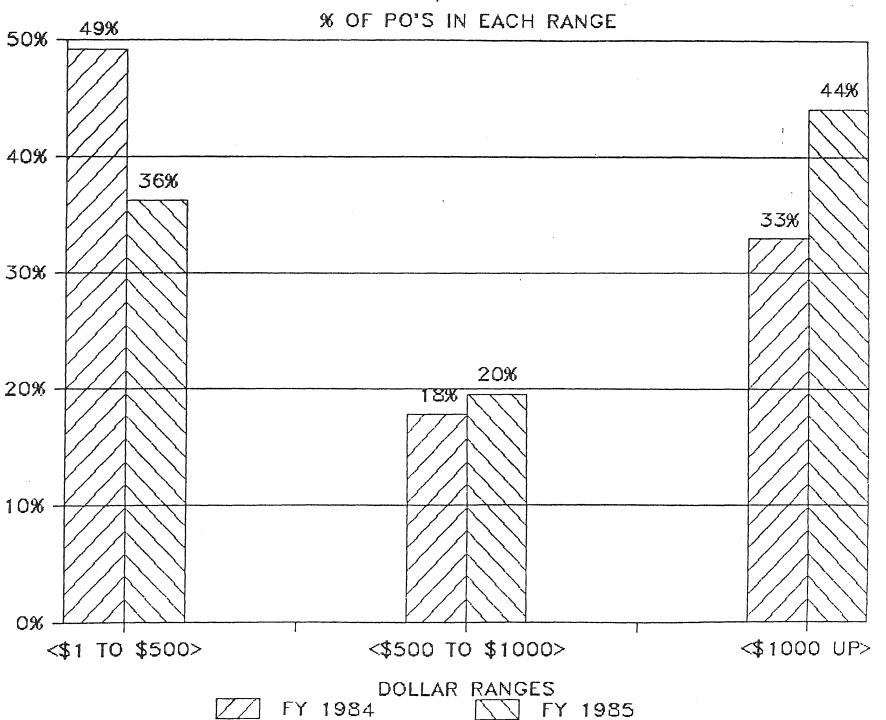
Graph A-6



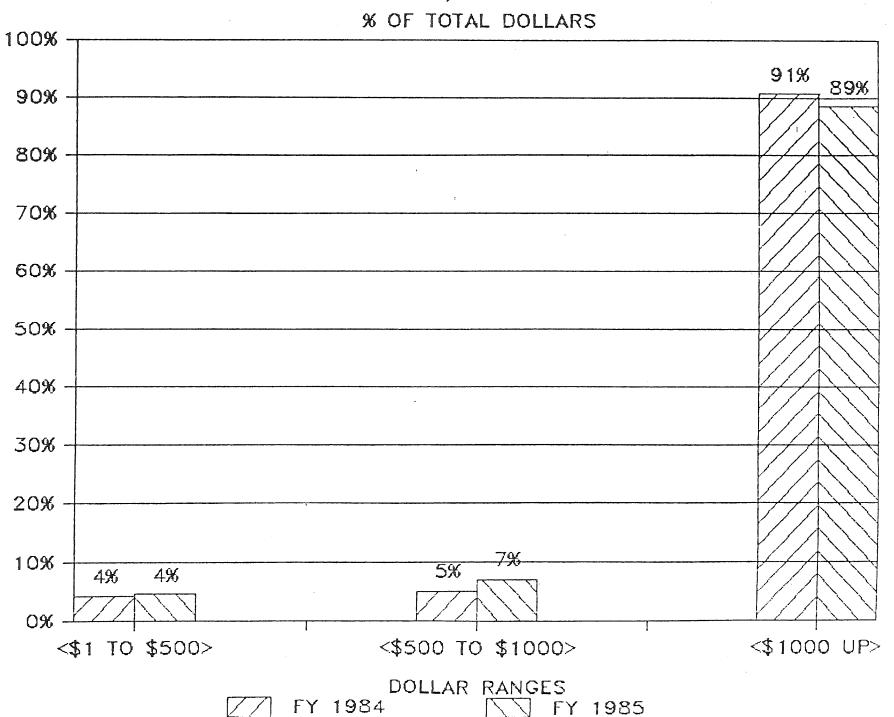


DOLLAR RANGES FY 1984 FY 1985 Graph B-1



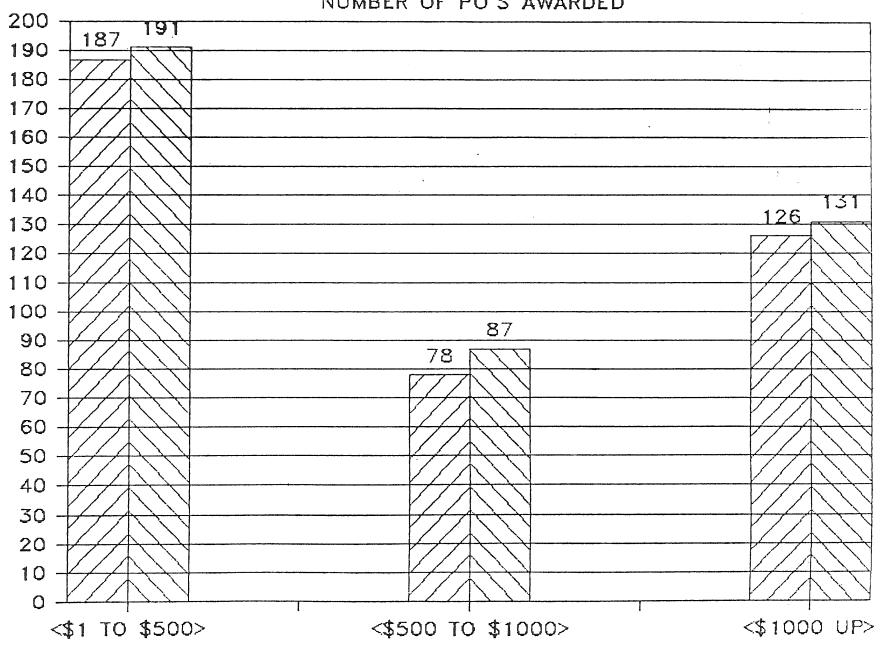


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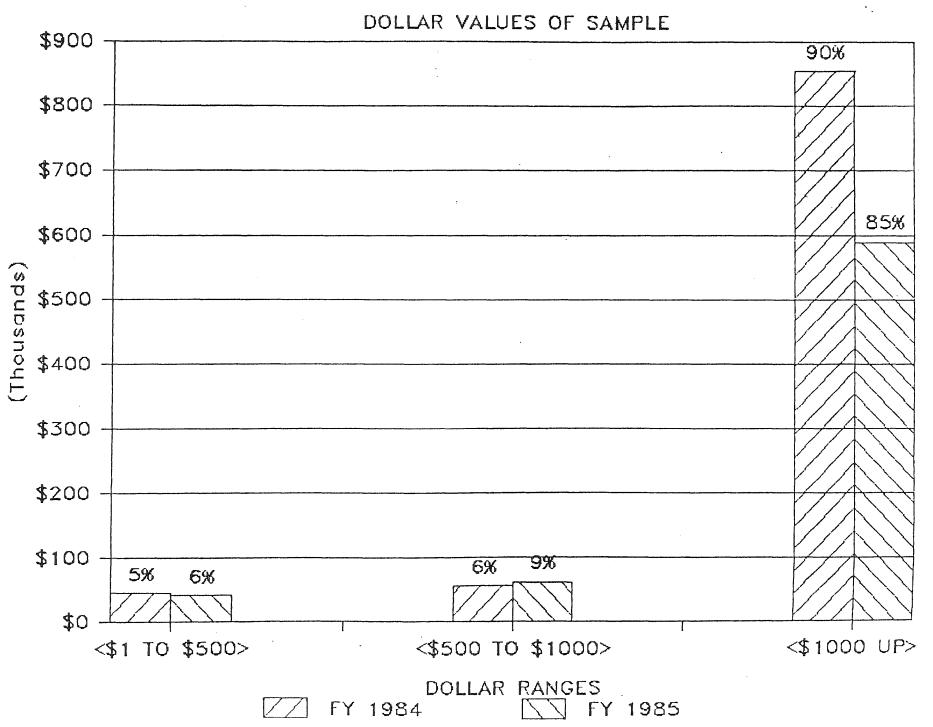


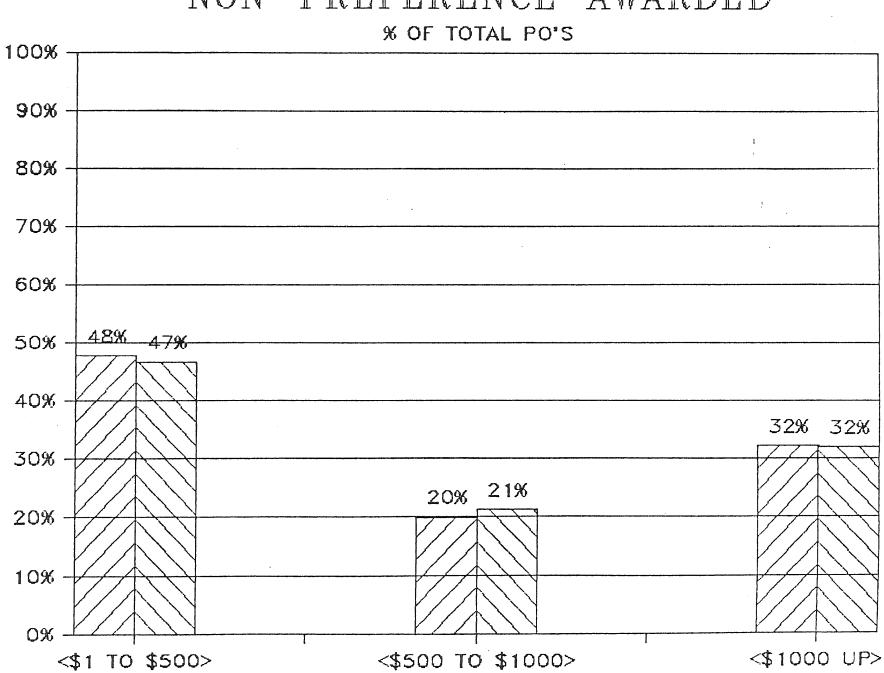
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DOLLAR RANGES

FY 1984

FY 1985





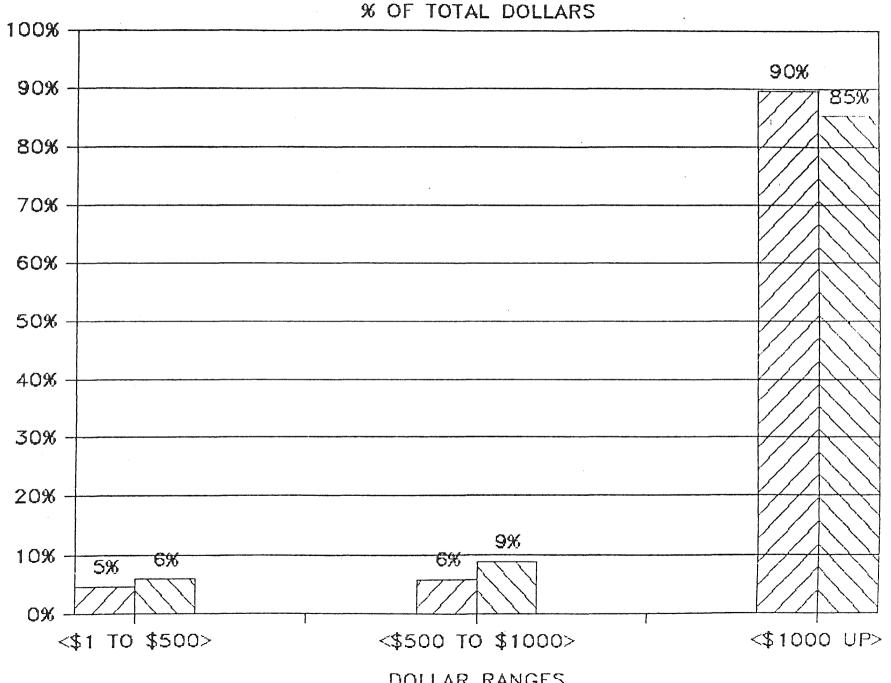
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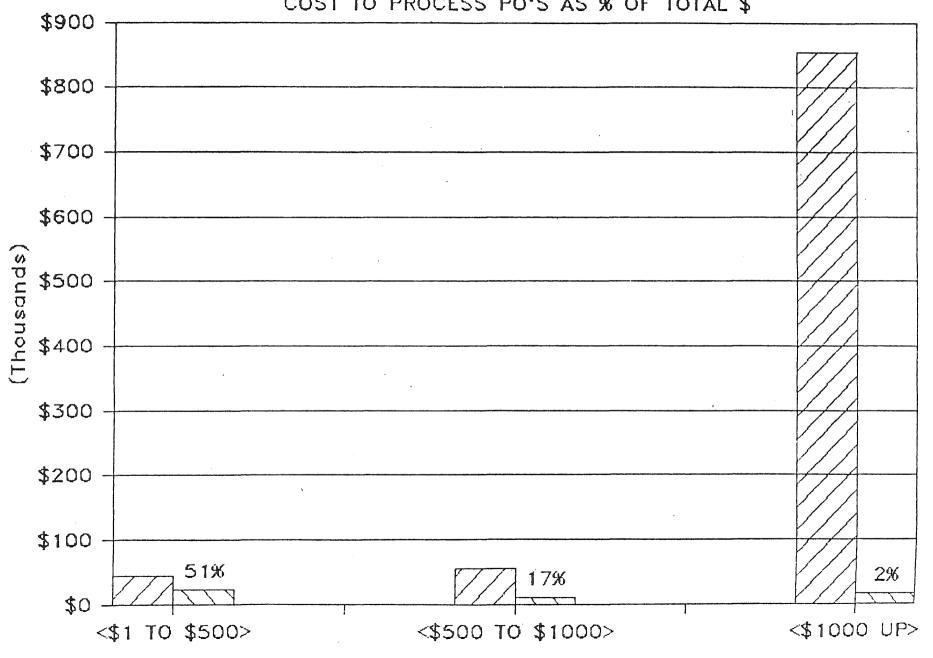




DOLLAR RANGES FY 1984 FY 1985

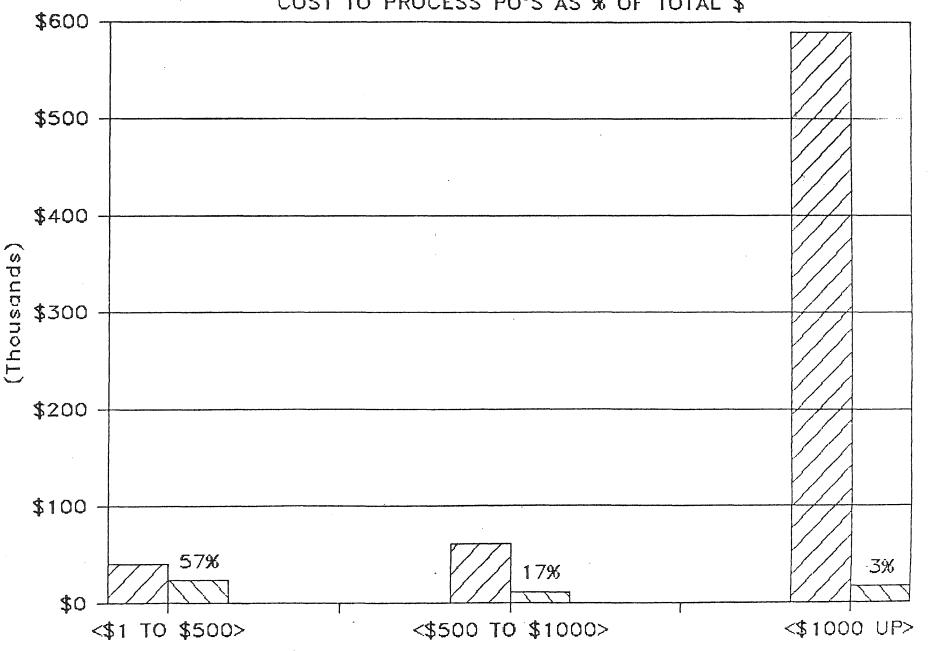
### FY 84 NON-PREFERENCE AWARDED

COST TO PROCESS PO'S AS % OF TOTAL \$



ESTIMATED COST TO PROCESS \$120 EA AWARDED DOLLARS COST TO PROCESS Graph

COST TO PROCESS PO'S AS % OF TOTAL \$



ESTIMATED COST TO PROCESS \$120 EA COST TO PROCESS AWARDED DOLLARS

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	PROCUREMENT STUDY	· .			
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	A/V WHOLESALERS	PLYMOUTH	YES	F	
•	A/V WHOLESALERS	FLYMOUTH	YES	F	
12-Dec-83	A/V WHOLESALERS	FLYMOUTH	YES	F	
27-Jan-94	A/V WHOLESALERS	PLYMOUTH	YES	Ē	
21-Mov-93	A/V WHOLESALERS	PLYMOUTH	YES	F	
29-Mar-34	A/V #HOLESALERS	PLYMOUTH	YES	1.	
02-Apr-94	A/V WHOLESALERS	PLYMOUTH	YE5	F	
07-May-84	A/V WHOLESALERS	PLYMOUTH	YES	Ē	
-	A/V WHOLESALERS	PLYMOUTH	YES	F	
09-9ep-83	A/V WHOLESALERS	FLYMOUTH	YES	F	
07-May-84	A/V WHOLESALERS	FLYMOUTH	YES	F	
*** *****	A/V WHOLESALERS	PLYMOUTH	YES	F	
07-May-94	A/V WHOLESALERS	PLYMOUTH	YES	F	
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•		ST. PAUL	YES	<i></i> ₹	
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	843 DISTR	KP13	YES	5	
	BUS GSSENTIALS	MFLS	YES	F	
	HAWKENSEN FRINT.	ST, FAUL	YES	F -	
_35= Jar =54	HAWKENSEN PRINTING	97, 2AUL	YES	F	
	MOMENT INTERLORE	ED INA	YES	F	
	PRINTINGS PRODE	MARKATO	YES	F	
	WILSON ELECTRIC	YPL3	YES	F	
			COUNT	34	
			% OF TOTAL		
			A UF TUTFIL	36,17%	
20-Jan-84	AERC SUPPLY	DULUTH	YES	Н	
	AERO SUPPLY	0.30374	YES	Н	
	AREOWHEAD A/V	BULUTH	VET	H	
	CENTRAL PHOTO SPLY	GRAND FAPIDS	YES		
•	COLLIER BUS EQUIP	CULUTH	YES	Н	
	COLLIER BUS EQUIP	CULUTH	120 188	ਰ. ਜ	
	COLLIER BUS EQUIP	OULUTH			
127044704			YES Vec	Н	
A0 5 10	GULBRANSOM EQUIP	PARK RAPIDS	YES	11	
	MESABI OFF EQUIP	HIBBING	Y50	H	
1	NORTHA DOCK HINR	HIBBING	7E9	Η.	
/A=Jun=84	PEDME-A-RAMA	1813HT	YES	Ä	
	STANLS WAHOLSTRY	VIRGINIA	YES	Η	

**/N	FY84 VENDOR CLASS A	ASCENDING	ENDING				
	SED AWARDED		DEPT OF ADMINISTRATION MATERIALS MGMT DIVISION				
DUE	PROCUREMENT STUDY	-	3ED	VENDOR SLASS			
	NAME	LOCATION	VENDOR				
08-Dec-8	33 WA FISHER	VIRGINIA	YES	Н			
			COUNT % OF TOTAL	13 19,93%			
10	 ) <u>4</u>	122	122	<del></del>			

A15 0 - THE SE VENDOR DILESS AFTENDING

) SED AWARIED .

DUE	NAME .	LOCATION	STATE	RED VENDOR	VENECE VENECE CLASS
12-Dec-34 08-Feb-35 04-Oct-8- 19-Aug-84 20-Dec-84 01-Oct-84 20-Aug-84 13-Nov-34 03-Oct-84 19-Sep-84 25-Oct-84 10-Sep-34 70-Oct-84	A A B DOOR-WARE  ADAM TRON HOWR & IMP  HILLER CARPETS  MARCO BUSINESS FRODS  MOF CAK PK HSTS INDS  MELLA PRODUCTS  FM JOHNSON'S  VERN HOFF LAND DEV  BROWN'S OFFICE MACH  EVERYTHING FOR OFF  FOR MACHS SLS & SVC  OFF MACHS SLS & SVC  THOMAS PONTIAC/BUICK  THOMAS PONTIAC/BUICK	FARGO MAPUETON ROCHESTER ST. CLOUD STILLVATER HIBBING ST. PAUL FINLAND ST. PAUL MPLS MPLS MPLS MPLS ST. PAUL	N, D.	MD YES YES NO YES YES YES YES YES YES YES YES YES YES	MINORITY DESIGNATION CODING:  A - Black B - Hispanic C - American Indian D - Asian or Pacific Islande E - Alaskan Native F - Women G - Physical Disability H - Labor Surplus Area.
				CCUNT % OF TOTAL	13 L 01.91%
	DENTS TV SALES 0 SVC EBATS TV SALES 5 SVC	ST. PAUL ST. FAUL		YES YES	6 5
				COUNT % OF TOTAL	2 2 4,08%
11-Oct-84 18-Oct-84 28-May-85 25-Jul-94 10-Jul-84 05-Bec-34 10-Aug-84	2031V333 SSENTIPLS CONTRACT FIRMISHIVSS EIKE INTERIORS LACUSTRIN DESIGN INC MCFA STEEL FASS PRINTING PRODUCTIONS SEXTON DATA PRODS SEXTON DATA PRODS	ST, P471 EDINA ST, PAUL MOFA MANKATO EDINA EDINA		MES MES MES MES MES MES MES MES MES MES	
) 	THE COMPLETE ERSIGN WILSON ELECTRIC CO	MEM SHIPFINA MEM SHIPFINA		YES YES	ह इ

A15% FY 35 VENDER CLASS MECENDING

SED AWARDED

DUE	NAME	EDOATION	STATE	SED VENDOR	
,				COUNT	
				% OF TOTAL	27.65%
15-Aug-84	COLLIER BUS SQUIP	<u> </u>		YES	Ľ
-	DUBBIN FLUMB & HEAT			YES	H
	CUBBIN PLUMS & HEAT	ELY		ΥΞS	Н
	BULUTH SAW DO	DULUTH		YES	H
	DULUTH SAW CO	ENLUTH		YES	H
	DULUTH SAW CO	DULLUTH		YEB	H
07-Nov-84	ELY FAMILY SHOES	ELY		YES	Н
09-Jul-64	ERICKSON MUSIC	HIBBING		YES	Н
15-Nov-84	GULBRANSON EQUIP CO	PARK RAPIDS		YES	<u>:</u>
24-9ap-84	HR GARRETT CO	DULLUTH		YES	н
	OFFICE SUPPLY CTR	BRAINERD		YES	H
20-5ec-94	PAUL'S CONTRACTING	:SABELLA		YES	Н
30-5ec-84	SAFAGENS SVC	DULUTH		YES	Н
]()):g-84	SELL HAROWARE	506.97 A		YES	H
13-Aug-34	SELL HARDWARE	EULUTH		753	Ë
17-Vev-34	SIM SUPPLY	HIB5140		Y <b>E</b> \$	Н
1	SKUBIC BROS	VIRGINIA		YES	H
				COUNT	1.7
				% OF TOTAL	36,17%
			_		
38		55 5	5	<u> </u>	47