

# International Research Study of Public Procurement

## **THE CHANGING ROLE OF PUBLIC PROCUREMENT EXECUTIVE REPORT FROM THE SECOND WORKSHOP MARCH 17 – 19, 2005 GENEVA, SWITZERLAND**

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## ***EXECUTIVE SUMMARY***

This research study was the second in a series of workshops involving senior practitioners and leading academics from 11 countries who discussed issues surrounding the reform of the role of public procurement. All the countries involved in this study are in the process of undertaking some form of public sector procurement reform. A four stage positioning model was used to allow countries to indicate their stage of development.

There was a consensus that the status of public procurement needs to be raised. The potential strategic contribution to be made by public procurement needs to be explored and expanded. Public procurement professionals should be involved in the setting and delivery of government objectives and not simply respond to them. Procurement needs to be pro-active, and governments should recognise the potential benefits to the economy, society and the environment that more strategic public procurement can provide.

When exploring the status of public procurement two key issues were identified; a strong professional procurement body is highly influential in the development of the status of procurement, and procurement practitioners should have appropriate professional qualifications. A number of positive and negative influences on the professionalisation of purchasing and supply were identified in the study and categorised as issues relating to people, organisation, and the wider context for public procurement. These issues appear to be consistent across nations and sectors.

Public sector procurement, by virtue of its size and scale, has the potential to make a significant impact on innovation. In exploring the barriers to innovation in the public sector three strong themes emerged: risk aversion, a lack of skills and limited resources. Solutions to these barriers proposed included retraining, pilot projects and consortia arrangements.

The management of relationships with key suppliers can be of critical importance to the public sector as they can have significant impacts on the delivery of public services and the economy. Nations tended to focus on either communication and trust issues within these relationships or on the mechanics of making and running the relationship. Avoiding market dependency on one key supplier was common to all the participants.

All the countries involved in the study are undergoing some form of public sector reform, the nature and the stage of these reforms varies by country. However, some common themes emerged; the most common area of reform was in structure and organisation, followed by politics and government objectives. Other themes to emerge included change management and data/information management.

## ***BACKGROUND TO THE STUDY***

This research study is the second phase of the International Research Study of Public Procurement (IRSP). The first workshop of the study (IRSP1) took place in Budapest in April 2003, where 15 cases of public procurement practice were presented and discussed. The findings were published in an academic and an executive report. An edited book of these cases will be published shortly.

The first workshop was exploratory in nature and highlighted some key themes that formed the basis for the design of this second phase. Prior to the workshop questionnaires were distributed to senior procurement practitioners in four sectors (health, defence, education and local government) in the 11 countries represented at the workshop. The responses to the questionnaire were analysed and the findings formed the design of the workshop.

Through a mixture of plenary presentations and group discussions, the workshop focussed on five themes drawn from the questionnaire responses:

- The policy role of public procurement (policy and government objectives)
- The professionalisation of supply (human resources and people issues)
- Using procurement to promote innovation
- National approaches to managing key suppliers (Supplier Relationship Management)
- How does procurement move towards the ideal, and what is it?

The remainder of this report gives details of how the workshop was conducted together with a summary of the discussions that took place.

## ***AIM AND OBJECTIVES OF THE WORKSHOP***

The aim of the second workshop of the International Research Study of Public Procurement (IRSP2) was to build on the foundations of IRSP1 through providing an interactive workshop exploring themes arising from the first study.

The objectives were:

- To perform an initial survey prior to the workshop
- To use the analysis of the initial survey to inform and guide the design of the workshop
- To explore four specific sectors of public procurement in the workshop – health, defence, education and local government
- To explore themes arising from IRSP1 in the workshop – 1) structure and organisation, 2) human resource issues, 3) politics, government objectives and public involvement, 4) policy, performance, innovation and capacity, 5) supply relationship management 6) major problems and exemplar innovations
- To draw out during the workshop critical research questions that need examining
- To use the findings of the workshop to inform the design of a comprehensive, rigorous international survey to contribute to answering the research questions
- To use the findings of the initial survey, the workshop and the international survey to provide papers for future International Public Procurement conferences
- To use the findings of the workshop and the international survey to inform the design of IRSP3 2007

## ***METHOD***

Five themes which emerged from the first study, IRSP1, were used as the basis for this study. A questionnaire was designed to explore these themes and was distributed to very senior public procurement practitioners from 11 countries in four sectors (defence, education, health and local government). A 2 ½ day workshop was held in Geneva for senior academic and practitioner delegates from the 11 countries, at which the findings from the questionnaire were presented. During the workshop delegates worked in facilitated sessions to explore the five themes from the survey in greater depth. The method for each of the five sessions is given in more detail later in the report.

The findings from the questionnaire were published as a separate report for the workshop participants. This executive report provides a summary of the findings for senior practitioners. Academic papers from the workshop findings are in preparation.

## ***THE POLICY ROLE OF PUBLIC PROCUREMENT***

**SESSION LEAD – DR. HELEN WALKER**

### **SPONSORS**

The Chartered Institute of Purchasing and Supply and the Office of Government Commerce

### **AIM AND OBJECTIVES**

The aim of the session was to gain an understanding of the many objectives that public procurement faces, and how they might be prioritised and resolved.

The objectives were as follows:

- To explore with senior practitioners and academics what objectives exist in public procurement
- To identify participants differing views of public procurement priorities
- To investigate how conflicting objectives and differing priorities can be resolved
- To investigate the similarities and differences in public procurement objectives between sectors and countries

### **METHOD**

Having presented the findings from the IRSPP2 survey on policy and government objectives, the group brainstormed some of the differing objectives that public procurement faces.

Next, the participants were split into four mixed facilitated workgroups, in order to:

- weigh up the importance of objectives
- rank priorities
- be aware of similarities and differences between countries and sectors

Within the breakout groups, participants were asked to:

- Debate and write objectives on post it notes
- Put post it notes on a flipchart with a line from most to least important.
- Debate the priorities, keeping an awareness of similarities and differences between countries and sectors.
- Debate how conflicting objectives could be resolved
- Debate how public procurement's role as a provider of broader government objectives could be further developed
- At the end of the activity each group nominated one person to feedback in plenary

The group and plenary sessions were recorded in note form and on audio tapes.

## **FINDINGS**

### **Plenary 1**

The group had a plenary discussion of objectives in public procurement, some of which are competing for priority. Some of the broader issues identified early on included:

- The relationship between public procurement, politics and government
- The role of trade agreements in public procurement
- Implementing social policy through public procurement
- Differences between public and private sector procurement
- Politicians' and civil servants' procurement priorities

### **Group discussions**

Four groups discussed how objectives could be prioritised and conflicts resolved. The groups were mixed by nation and sector. Looking across the groups the following priorities were identified:

#### **Top ranking priorities:**

- Accountability
- Competition
- Transparency
- Probity
- Value for money
- Efficiency
- Legal compliance
- Cost effectiveness
- Education of public procurement personnel

#### **Lower ranking priorities:**

- Broader government objectives
- Social inclusion
- Green procurement
- Sustainability
- Level playing field - providing suppliers with equal opportunities
- Using procurement to encourage innovation
- Ethical issues

One group distinguished between current priorities, and what they would ideally like to prioritise. These more aspirational priorities included social upliftment, large cultural change, integration of government policies with procurement, real as opposed to apparent compliance, and being more innovative and joined up.

### **Plenary 2**

The groups then discussed how competing priorities might be resolved. These were summarized in the final plenary session where the following issues emerged:

- Public procurement needs to be braver and more proactive

- Public procurement needs to be innovative.
- Reputation for saying ‘no’. Art of the possible
- Agendas changing from day to day
- To whom is purchasing reporting?
- People issues are important
- Short vs long term – too much short term crisis management
- Ask government for clearer objectives
- Divided loyalties and stakeholder objectives
- Countries different priorities – IRSPP gives exposure to ideas around the world
- Stakeholder management
- Power questions around VFM

## **CONCLUSIONS**

The discussion of policy objectives in public procurement was broad ranging, from looking at top priorities such as value for money and efficiency, to considering lower ranking priorities such as sustainability and using procurement as a level for social reform. Participants noted that there is a difference between the objectives set by politicians that may be subject to flux, and the objectives they would aspire to achieve. Discussion centred around the need for procurement to be proactive and focus on achieving a few objectives well.

## **THE PROFESSIONALISATION OF PURCHASING AND SUPPLY IN THE PUBLIC SECTOR**

### **SESSION LEAD – DR. ELMER BAKKER**

#### **AIM AND OBJECTIVES**

One of the themes to emerge from the first International Research Study of Public Procurement (IRSP1) was the professionalisation of purchasing and supply. A common concern in almost all the participating countries was the shortage of highly qualified, highly educated people in public procurement. This issue was explored in more depth through the survey carried out before IRSP2. Although the survey findings showed some interesting trends<sup>1</sup>, there did not seem to be a clear trend in the perception of procurement as a professional high status occupation. Furthermore, we were unable to draw strong conclusions from the findings as to the factors that might explain this.

Drawing on the findings and further questions raised by the survey, a session was designed for the IRSP2 workshop around the theme ‘professionalisation of purchasing and supply’. The objectives of the session were:

- To gain a more in-depth understanding of which factors influence the professionalisation of purchasing in the public sector and why
- to understand differences in the role of these factors between sectors

#### **METHOD**

In this session, the participants were divided into four sub-groups, each dealing with a specific sector: (1) education, (2) defence, (3) local government and (4) health. The groups were asked the open question: “which factors influence professionalisation?” Causal mapping was used to document this discussion. Factors mentioned in response to the open question were captured around the central theme ‘professionalisation’ on a flip chart and connected using arrows. Participants were asked to label the arrows as ‘+’ for a positive and ‘-’ for a negative influence and discuss the underlying rationale which was recorded on a separate chart. The group chair initiated and stimulated the session, which was recorded in note form and audio-tapes by a facilitator.

#### **FINDINGS**

A number of generic issues arose across the groups. This commonality is reflected in the findings, which are categorised, differentiating between positive and negative influences. Due to the mixed representation in the groups it was not possible to categorise the data by sector.

#### ***Positive influences***

##### *People issues*

Skills and education were repeatedly mentioned during the discussions and several specific types of skills were mentioned as having a positive effect:

- (i) Flexibility – the ability to manage different goods and services
- (ii) Risk-takers - daring to take risks and act entrepreneurially
- (iii) Commercial acumen – the ability to be able to ‘sell’ the importance of purchasing within public sector organisations

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<sup>1</sup> See the IRSP2 Survey Findings Report for more detailed information.

- (iv) Discretion - to create a better image of public procurement,
- (v) Private-sector experience – raises the perception of purchasing's status amongst non-purchasing professionals.

It emerged that employing specialised purchasers for specific commodities (having specific knowledge), enhances the reputation of purchasing. Also, professional certification and higher starting qualification requirements for purchasing staff can have a positive impact on professionalisation. Recruiting highly educated individuals was however perceived as difficult due to the image of public procurement. Paying higher salaries was proposed as a solution, albeit a problematic one because of budgetary constraints. Providing (potential) staff with a career path was also suggested as a means of attracting more professional, higher educated staff.

#### *Organisational issues*

Having multifunctional teams was mentioned as being an indication of professionalism. In other words, this is a 'norm' by which professionalism can be judged. The way things are done however is said to depend on the position the organisation takes towards purchasing. The degree to which purchasing can influence how things are done was said to be dependent on the social order and purchasing's position in this i.e. its social status.

A higher status for purchasing within public organisations is said to have a positive effect on professionalisation. Status was said to be positively influenced by management support and when purchasing demonstrates how it can influence strategy. Also, having a bigger span of control is said to have a positive affect on the status of purchasing, as it leads to an increased volume of activity and therefore to more power. Related to this is the necessity of having enough critical mass to be able to show expertise. Finally, status can be positively influenced when there is competition over resources (i.e. tight budgets), as this makes purchasing more important; it gives purchasing an opportunity to prove its importance and show added value.

#### *Wider contextual issues*

A better understanding of the drivers of end-users can support purchasing, as can the development of a more defined body of knowledge. More sharing of this body of knowledge between organisations enables organisations to learn from each other, which can positively affect professionalisation.

Professionalisation is positively affected by the general recognition of the importance of purchasing. This in its turn is positively influenced by wider contextual issues of:

- (i) The presence of professional bodies
- (ii) A community of practice that advocates purchasing, represent its interests and acts pro-actively, delivering project champions
- (iii) Education, which can influence the image and acceptance of purchasing as a profession
- (iv) Meetings and networks for discussion e.g. IRSPP, IPSERA

Professional bodies also help improve the profile of purchasing by setting certain standards for the profession e.g. ethical standards and political pressure can make certain qualifications mandatory. Legal issues, such as increased risk of litigation, and increasing regulations have a positive impact, as they drive individuals within organisations to use approved contracts and suppliers, arranged through a professional purchasing organisations (e.g. clinicians are less likely recently to select their own products and

suppliers if national standards have been approved). However, the impact of regulations is thought to be easier in new areas (such as new purchases where uncertainty and risk are higher). Having ethical standards in the profession and showing innovation in the profession also positively influence the acceptance and credibility of purchasing in a general sense

### ***Negative influences***

#### *People issues*

Bringing in new skills from the private sector was viewed negatively as well as positively in terms of its influence on the perception of public procurement, implying that the current situation is unsatisfactory. However, the current level of qualifications and skills possessed by public procurement function personnel is believed to have a detrimental impact on professionalisation for the following reasons:

- (i) The profiles of procurement personnel are not matched to the level of associated responsibility
- (ii) Lack of communication skills
- (iii) Lack of entrepreneurial skills (too much compliance focussed)
- (iv) Inability to facilitate and manage service level agreements with suppliers
- (v) Lack of technical knowledge resulting in late involvement in the purchasing process
- (vi) Lack of self-belief within purchasers- resulting in passive individuals, promoting a negative image of public procurement.

Human resource systems that do not specify the type of education that is required negatively influence professionalisation, but at the same time it is recognised that the present level of education in public procurement is generally too low, hindering professionalisation.

#### *Organisational issues*

Purchasing's professionalism can be assessed by looking at what needs to be delivered, but the many stakeholders in the public sector and their differing priorities make it difficult to identify these deliverables.

The low status of purchasing within public organisations has a negative effect on professionalizing purchasing and supply within the public sector. It was suggested that this may be affected by an organisation's view on purchasing and the social order in organisations. The lack of recognition of purchasing is enhanced by problems in measuring its impact. The low recognition of purchasing (low awareness and visibility) influences the perception of what purchasing does and its contribution. For instance, in the healthcare sector, clinical preferences by clinicians and nurses result in the late involvement of purchasing during the procurement process, which makes it difficult to prove its added value. Procurement operating in a professional context with many regulations (e.g. doctors who operate in a regulated environment) leads to users (like doctors/clinicians) staying with what they know, limiting the procurement options.

However, this lack of recognition can be also negatively influenced by several other organisational issues that therefore constrain professionalisation of purchasing and supply:

- (i) Localised decision making - takes away decisions from purchasers resulting in an inability to demonstrate their value

- (ii) Consortia buying - leads to a reduction in purchasing staff (and therefore potential impact of purchasing within an organisation)
- (iii) Lack of motivation – cost savings are directed towards other priorities and not used for further professionalisation of purchasing and supply
- (iv) Over-specialisation - creates information overload, obscuring the goals. It can also lead to a lack of knowledge and experience necessary for purchasing many different products/services
- (v) Part-time purchasing functions - lack of time and interest in professionalizing purchasing
- (vi) Absence of budgets for the development of purchasing in public sector organisations

*Wider contextual issues*

The presence of a mixture of qualifications blurs the view on what the right qualifications are. This, together with the absence of certain qualifications or standards (e.g. ethical standards), negatively influences how others perceive public procurement.

The setting of a profile for purchasing is difficult because of the diversity of activities undertaken by public procurement. Government involvement in determining qualifications can be detrimental, as it then becomes dependent upon the government's parameters for the procurement profession, as opposed to that of the professional body.

A low profile of the professional body leads to a lack of its awareness, limiting the number of public sector members and impeding the creation of a positive image of public procurement. The use of different terms and labels leads to a misinterpretation of purchasing's role and contribution.

Finally, legal systems can have a negative impact on further professionalisation of purchasing. The constitution in Germany, for example, enforces a separation in the defence sector between users and purchasing.

**CONCLUSIONS**

There was agreement across the participating nations that public procurement was still undervalued in status, leading to a negative image of professionalisation. However, the trend is changing in a number of nations, with the procurement profession being viewed as strategically important to government. A close association of these improvements and the presence of a strong professional institute was observed. It was recognised that more highly qualified, highly educated people are required in the profession internationally, and professional institutes and higher education providers can play a central role in elevating the status of the profession, through elevating the educational levels. Regulation and legislation can positively enhance the professionalisation of procurement as standards and nationally approved contracts and suppliers protect may protect users of those contracts from the risk of litigation arising from inappropriate locally negotiated arrangements with suppliers.

## ***USING PROCUREMENT TO PROMOTE INNOVATION***

### **SESSION LEAD – DR. WENDY PHILLIPS**

#### **AIMS AND OBJECTIVES**

Through the sheer scale of spend the public sector has a significant impact on innovation, acting as a major customer to the private sector and as an important showcase of innovation. As a forerunner for many technologies, it promotes research in both the private sector and academia and will continue to do so. Public sector studies may reveal where new markets may arise. For instance, changes in regulation may support a focus in a particular direction; the political agenda may encourage technological development in a specific field.

The aim of this session was to investigate how public procurement may be used to promote innovate. The objective was to examine and contrast different areas of the public sector at both a national and international level, first, through the identification of sectoral barriers and enablers to innovation and second, by means of an innovation audit. An innovation audit of the participating organisations was employed to explore the different contexts formulating innovative practice and outcomes and also to compare against similar studies carried out within the private sector.

#### **IDENTIFYING THE BARRIERS AND ENABLERS TO INNOVATION**

##### **METHOD**

This session was split into two activities to:

1. Identify the barriers to innovation within a given sector
2. Identify the enablers to innovation within a given sector

In order to encourage cross-fertilisation of ideas across sectors the participants were divided into mixed groups. Each group was assigned one of the following sectors: defence, education, health and local government and were asked to conduct discussions within the context of their assigned sector. An experienced practitioner from the allotted sector was present in each group.

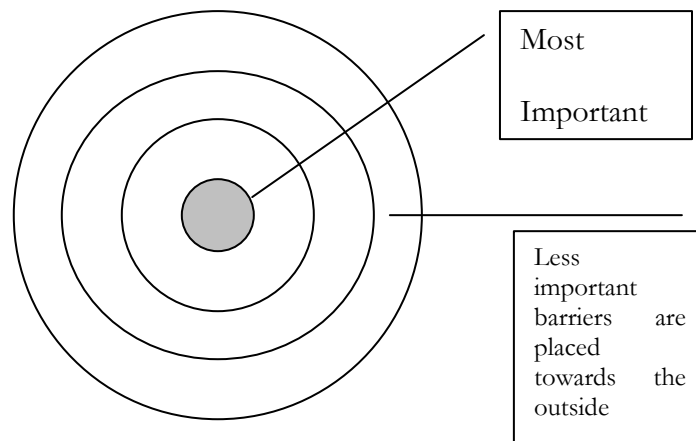
For the first activity each group was presented with a Bull's Eye diagram (see figure 1). Participants were asked to propose the three key barriers to innovation within their nominated sector. Through group discussion the proposed barriers were defined, ranked and positioned on the diagram, the most important barriers placed in or near the "bull's eye" (centre), the other barriers radiating out towards the outside with decreasing level of importance. At the end of the exercise the group identified, through consensus, the top three barriers within the context of their allocated sector.

The second activity led on from the first, each group moving round one room to discuss the barriers identified by the participants in the previous session (groups chairs and facilitators remained with their original sector to allow consistency of discussion). Again this was to encourage cross-fertilisation of ideas and to stimulate discussion. At the beginning of the activity the group were presented with the Bull's Eye diagram from the previous group and the facilitator highlighted the top three barriers identified during the previous activity. Participants were asked to consider and propose ways of overcoming these barriers at *two levels*:

1. Practical and achievable
2. As if there were no restrictions

The second level of thinking was employed to encourage different approaches to problem-solving that were not limited by existing boundaries, processes or routines.

The group summarised their enabling approaches to the three barriers in the form of bullet points. The discussion for both exercises was captured by the means of flip charts and through a facilitator who recorded the activities in note form and by means of a tape recorder.



**Figure 1: Bull's Eye Diagram**

## **FINDINGS**

The findings are outlined in Table 1. Common barriers were:

- Risk aversion within purchasing and the sector
- Lack of skills
- Limited budgets and resources

The enablers were wide-ranging and varied. Practical and achievable solutions included: retraining, implementing pilot projects and collaborative purchasing/consortia. As to be expected, the non-restrictive solutions were rather more extreme including: war and disease, eliminating teachers and pupils and a withdrawal from public sector regulation.

**Table 1: The barriers and enablers to innovation**

Sector	Barrier	Enablers	
		Practical & achievable	As if there were no restrictions
<i>Local Govt</i>	1. Fragmentation	<ul style="list-style-type: none"> <li>• Consortia on case-by-case basis</li> </ul>	<ul style="list-style-type: none"> <li>• Unlimited resources – redraw the boundaries</li> </ul>
	2. A focus by local government buyers on regulations coupled with no incentives/ targets on innovation	<ul style="list-style-type: none"> <li>• Reporting – be measured on innovation, which could include risk</li> </ul>	<ul style="list-style-type: none"> <li>• Incentives/more pay etc for innovation, including training on risk/benefit analysis</li> </ul>
	3. Corruption/transparency	<ul style="list-style-type: none"> <li>• Certainty of capture</li> <li>• Declarations</li> <li>• No personal/family involvement</li> </ul>	THERE ARE <u>ONLY</u> PRAGMATIC SOLUTIONS TO CORRUPTION/ TRANSPARENCY ISSUES
<i>Education</i>	1. Lack of an overall strategy/structure	<ul style="list-style-type: none"> <li>• Develop consistent strategy through pilots</li> <li>• Policy-makers need to get closer to the coal face but not caught in detail</li> <li>• Collaborative purchasing</li> </ul>	<ul style="list-style-type: none"> <li>• Improve implementation of e-based learning</li> <li>• Collaborative purchasing &amp; encourage SMEs</li> <li>• Leave <u>autonomy</u>, give discretion – choose <u>type of purchasing</u></li> </ul>
	2. The risk averse/conservative culture inherent to the education sector	<ul style="list-style-type: none"> <li>• Reward innovative research in education</li> </ul>	<ul style="list-style-type: none"> <li>• No gradation</li> <li>• Get rid of teachers</li> <li>• Get rid of pupils</li> <li>• Skinnerian approach – communal responsibility</li> <li>• De-institutionalise education</li> </ul>
	3. Lack of skills within procurement	<ul style="list-style-type: none"> <li>• Structural approach to training on innovation &amp; business strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Shared service consortia with full capability set</li> <li>• Empowered procurers with discretion</li> </ul>
<i>Health</i>	1. Play it safe mentality on all sides	<ul style="list-style-type: none"> <li>• Regulations – responsibility e.g. damage amount</li> <li>• Pilot projects – selective approach to innovation</li> <li>• Chain-thinking – linking innovation with efficiency</li> </ul>	<ul style="list-style-type: none"> <li>• WAR!!</li> <li>• MAJOR DISEASE</li> </ul>
	2. Non-availability of money & skills	<ul style="list-style-type: none"> <li>• “start the wheel”, identify need, innovation (solution) and money</li> </ul>	<ul style="list-style-type: none"> <li>• Withdraw from public sector regulation e.g. EU rules</li> </ul>
	3. Silo thinking mentality	<ul style="list-style-type: none"> <li>• More product expertise within purchasing</li> <li>• Develop common priorities &amp; objectives</li> </ul>	

<i>Defence</i>	1. Changing need for technology in defence	<ul style="list-style-type: none"> <li>• Collaboration, exchange of resources (e.g. human), exchange of materials for infrastructure rebuilding between nations, bringing in new people &amp; professions</li> <li>• Retraining</li> <li>• Focus specialisms</li> </ul>	<ul style="list-style-type: none"> <li>• More war &amp; more toys (minimum casualties)</li> <li>• Open source defence technology</li> <li>• Level playing field on decision-making with USA</li> <li>• Outsource the defence system</li> <li>• Stop defence</li> </ul>
	2. Budget (limited in some countries)	<ul style="list-style-type: none"> <li>• Co-operation &amp; information sharing between nations e.g. EU, Russia, Australia/USA/UK</li> <li>• Retraining</li> <li>• Cut budgets– force innovation through radical cuts/break down previous constraints</li> <li>• Public/private partnerships</li> <li>• Remove inequity of regional imbalance or create regional clusters</li> </ul>	<ul style="list-style-type: none"> <li>• Higher budget</li> <li>• Cut budgets in half – force innovation</li> <li>• Outsource defence</li> </ul>
	3. Need for tried & tested technology/materials (lack of innovation due to risk aversion)	<ul style="list-style-type: none"> <li>• Reduce complexity/ disintegration</li> <li>• Focus specialisms</li> <li>• Private/public partnerships – technology advances by private companies supplying public sector e.g. military uniforms</li> </ul>	<ul style="list-style-type: none"> <li>• Governments provide insurance</li> </ul>

## **THE INNOVATION AUDIT**

At the end of the “Using procurement to promote innovation” session participants were asked to complete an innovation audit. A simple self-assessment tool, the audit required the participants to focus on some important areas of innovation: strategy, the innovative organisation, learning, linkages and processes. The participants were asked to answer statements describing “the way we do things around here” – the pattern of behaviour describing their particular organisation’s approach to innovation. Upon completion, participants were able to benchmark their organisation’s performance against an ideal score. The completed questionnaires were then collected and subjected to analysis to enable inter and intra-sectoral comparisons. The following sectors were represented: central/local government, education, defence and “others”, which included professional bodies.

## **Findings**

The findings were limited by the low number of participants. However, such limitation withstanding, analysis was conducted to compare how the public procurement bodies of different sectors approach innovation and also how this compares between different organisations of the same sector. Due to the limited number of respondents it was not possible to conduct international comparisons.

Looking at the mean average arising from all the respondents (Figure 2), the participating public procurement organisations did not perform at the ideal level in any of the areas identified by the audit. Linkages and learning were the highest performing areas, achieving scores of 4.6 and 4.4 respectively. “Processes”, in terms of management processes e.g. project management and search mechanisms were the areas of lowest performance.

A sector-by-sector comparison was carried out (see Figure 3), albeit limited by the number of representatives from each sector. Bearing this in mind, it would seem that the defence sector was the best performer in terms of the management of innovation, particularly in the areas of learning followed by linkages. It did not perform so well in the area of strategy where it was outperformed by central government. Education was identified as the least able to manage innovation, particularly its performance as an innovative organisation. Central/local government appeared as a mid-ranker, achieving its highest scores as an innovative organisation and for linkages, its lowest score was in the area of learning. “Others” outperformed all the other sectors in terms of strategy, but its performance as an innovative organisation was surpassed by all.

## **CONCLUSIONS**

Whilst the small number of participants limits the ability to generalise, this session indicated that there are differences between parts of the public sector in terms of their performance in innovation, with education appearing to be poor at managing innovation. Despite relatively poor project management of innovation in the public sector, it did appear hopeful that through good performance in linkages and learning that public sector organisations should improve performance in the future.

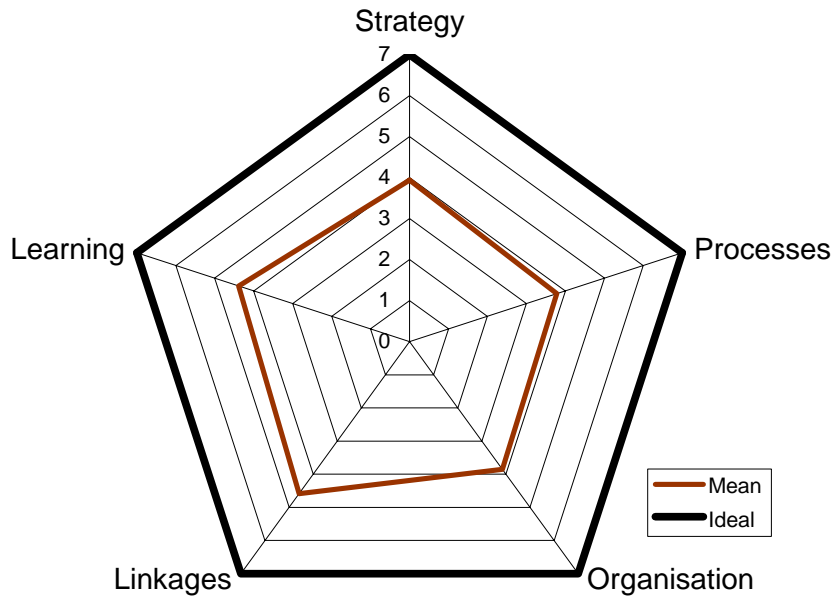


Figure 2: Mean Score

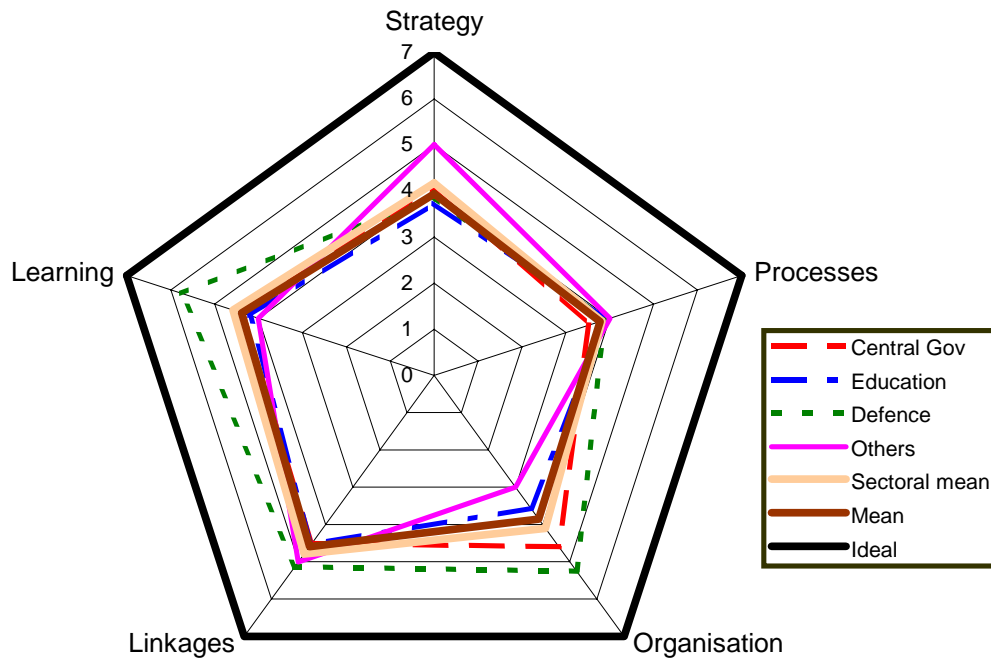


Figure 3: Sector-by-sector comparison

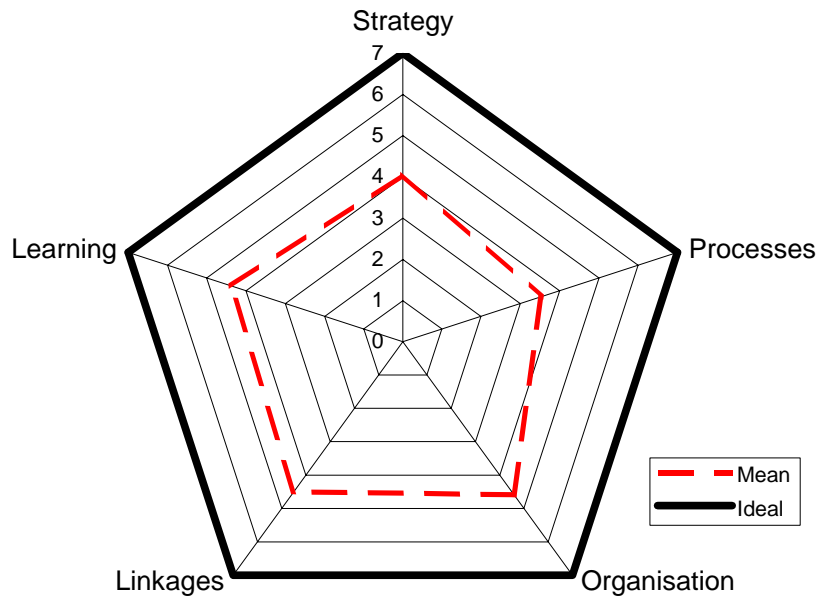


Figure 4: Central / Local government mean score

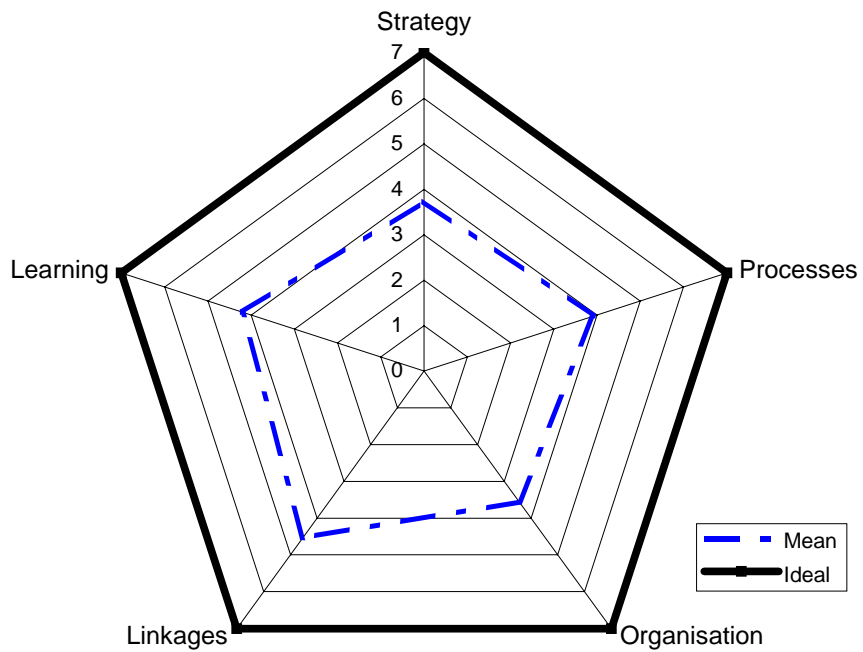


Figure 5: Education mean score

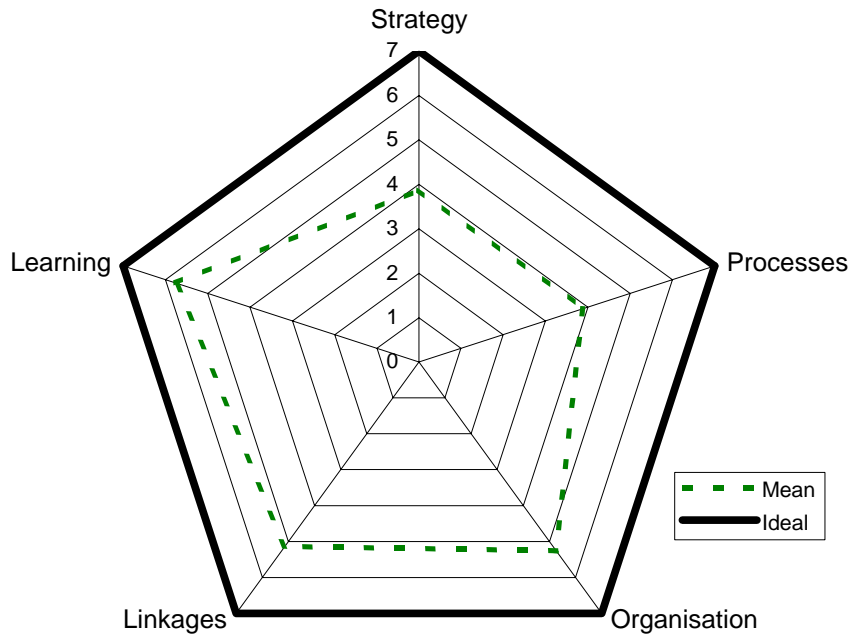


Figure 6: Defence mean score

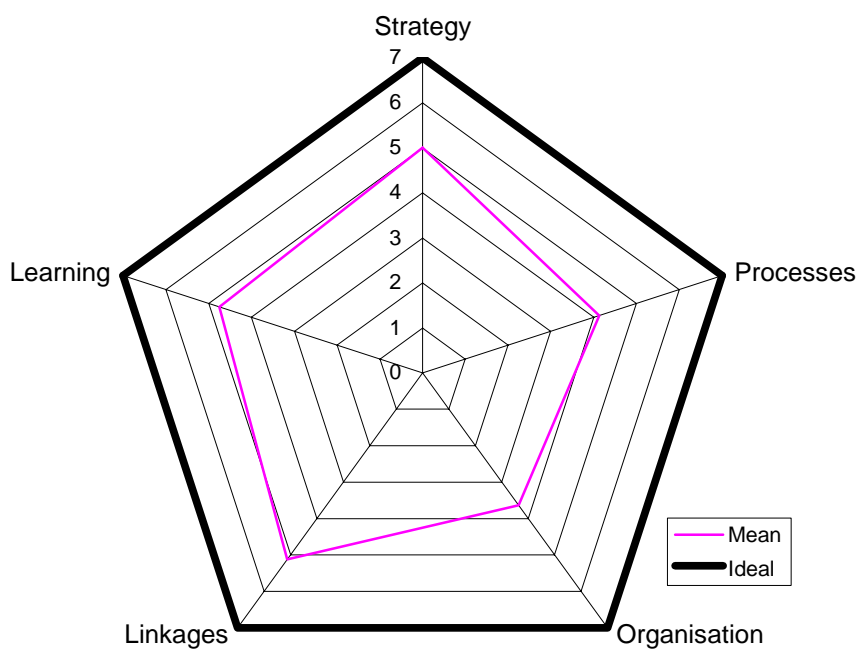


Figure 7: Others mean score

## **NATIONAL APPROACHES TO MANAGING KEY SUPPLIERS**

### **SESSION LEAD – DR NIGEL CALDWELL**

#### **AIMS AND OBJECTIVES**

The core research question for this stream was how do different participants deal with key suppliers (and the risks they pose)?

In key markets public procurement has relationships with suppliers who have significant impacts on the delivery of public goods and services. These supplier relationships can be critical for a variety of reasons (e.g. managing high profile projects, near monopoly and/or market power, risk in various forms, size of contract etc). This theme of the workshop explores and characterises approaches taken to dealing with significant suppliers to the public sector. The underlying research question is to understand the links between national and sectoral approaches to managing key suppliers. In an orientation plenary session participants were presented with findings from the IRSPP2 survey on supplier relationship management.

#### **METHOD**

In this theme participants were organised into four groups, loosely based around characteristics pre-identified as likely to have similar problems with managing key supplier relationships. Whilst not perfect (i.e. certain countries could have been in two or more groups) the four groups were UK, Europe, Federal economies and Emerging economies. Working as individuals each participant was asked to identify a key supply relationship that they have experience of in their nation/sector, these were recorded on flipcharts. Working then at a group level participants were asked to link these examples back to national/sectoral circumstances. At the end of the session every group had to select one person per group to presents their discussion during the plenary feedback and discussion.

#### **FINDINGS**

##### **Federal Group**

Australia historically had a transactional focus with all suppliers and is only now developing strategies for vendor management. This has taken time because of data challenges and the gradual maturing of understanding of what represents strategic procurement. The Australian case featured suffered from a strategic relationship being put in place ‘too fast’ Contract finalisation (for a major IT outsource) was rushed under political pressure. Whilst the contract and the relationship were made to work after substantial post contract efforts, in the early phases key personnel left through dissatisfaction. The case resonates here with one of the key issues of the Canadian federal case which centred on the problem area raised by transfer of employees from public to private organisations; and the need for correct alignment of penalty and incentive clauses.

A further Federal case was set in the context of a University contracting or partnering with a private supplier to provide tertiary educational services for international students. Again the case records the partnership being set up at great speed, and quickly afterwards cultural differences emerged. Disagreement arose within the University on how to manage the contract; the contract did not cover individual’s contract/relationships, and

many felt the contract jeopardised the image of the University. The final Federal case dealt specifically with relationships in the US defense sector, where ‘partnership’ style relationships with one supplier can close off a market place to new entrants. This issue of key supplier relationships not permitting a level playing field for new entrants was also raised in the Australian Federal case.

### **Key themes**

- Contracts with key suppliers done ‘in haste’
- Consider role/fate of employees in new contract arrangement
- Level playing field issues

### **Emerging Economies Grouping**

In the South African case on computer hardware, the dominant issue beyond contract management was how to leverage improvements, such as knowledge transfer and sharing skills, from the relationship. The Russian case dealt with contracting with a major global multinational food supplier, and included an emphasis upon initial market research and identifying market segments. The Hungarian case dealt with mobile phone use by government officials. Unlike the Russian case there was no attempt to use explicit market research, no analysis of total costs of ownership. The existing market was dominated by three suppliers and Government was actually reluctant to have a policy or intervene in the market. The eventual decision was made behind closed doors, with market shares allocated between the three suppliers with no explanation.

### **Key themes**

- Protection vs. market development (South Africa and Hungary)
- The importance of market analysis and volume/price analysis
- Defining the interests of the state

### **Differences**

- Russia - the case includes the role of the private sector
- All very different cases
- Clear policy and penalties in South Africa (in contrast to other cases where governments were reluctant to take a stand)
- Lack of transparency in Hungary

### **European Grouping**

The Italian cases dealt with relationship issues such as long term vs. short term agreement, cost effectiveness, flexibility, co-design and the need for periodic revisions and performance measurement. The first Dutch cases stressed the need for both sides to keep each other informed about future plans and planning, the need to fix concrete targets and to evaluate performance on pre-agreed indicators and targets. Paying on time was mentioned as a key buyer responsibility and ensuring capacity as a key buyer competence. Regular contact, regular communication and ensuring both sides fully understand their role and responsibilities was the major theme of the second Dutch case; this includes mutual, not one way, assessment and feedback. These themes came out very clearly in a German case based on outsourcing IT services to a PPP, where an internal IT manager role was created specifically to facilitate frequent meetings and discussions. The third Dutch case proposed a need to invest in understanding product value and the production process (i.e. the risks). Also the need to research the relevant market (power

and dependence issues) and the need for feedback on operational/ satisfaction issues were identified.

The German case noted the need for a combination of formal and informal instruments (the informal ones being personal relationships). In this case key supplier management was defined as trying to meet supplier expectations as well as those of the public sector organisation. The identification of key suppliers was seen as a major and unresolved issue.

The final Dutch case which concerned the relationship between the public sector and a major consultancy reflected all the concerns with open, two way dialogue expressed above. However it also included some 'best practice' examples of how to facilitate such an open relationship. These included being open on all leads/proposals and fact sheets on each assignment.

### **Key themes**

- Open and two way sharing of information
- Frequent communication
- Need for explicit and pre agreed performance measures

### **UK Grouping**

Perhaps unsurprisingly the most sophisticated approach to managing key suppliers came from an organisation with a primary responsibility for managing such relationships; this approach is presented here without details that would identify specific relationships:

How do we manage a key relationship?

1. Carefully
2. Horizon scanning
3. Understanding their drivers and matching what we do
4. Understanding their strategic relationships
5. 1-1 relationships
6. Senior stakeholders involved
7. Understanding what the rest of our organisation is doing with this stakeholder
8. Stakeholder map
9. Understanding what is really meant

However this approach also highlights a contrast in the key relationship discussion in the UK group, broadly some participants described the management of a relationship in terms of maintaining that relationship within the current framework. Other participants described using the management of key suppliers to effect change within that environment (e.g. the market).

One participant described a market where a key supplier had achieved a dominant position such that potential rivals were deterred from bidding, believing that they would not win and would incur substantial costs in the process. In this context managing key supply relationships meant actively intervening to ensure 'a level playing field' for a variety of suppliers. Most notably this was achieved by, in re-bid situations, discounting the cost of changing from an existing supplier to a new supplier.

Another case in this session took the strategic relationship down to the level of an individual school, and how it reconfigured supply of catering and cleaning from centrally to locally run. This case introduced the notion of involving diverse but committed local stakeholders (parents), a less formal utilisation of stakeholders than the stages approach described above, but based on similar if less explicit principles, and underlying the ability of such approaches to introduce change and innovation. However it must be stressed that this case worked (in that local management of catering and cleaning was introduced with better outcomes for the school) through working also within the frameworks laid down by the key stakeholder - the UK department for education and skills. In this sense we see supplier management as identifying the theme of understanding who key stakeholders are, and what their interests are.

### **Key themes**

- Managing a key supplier as maximising the return from that relationship within its current context vs. key supplier management as extracting new value from the relationship
- The importance of identifying and understanding all stakeholders
- Market management and avoiding dependency

### **SUMMARY**

The diverse cases presented by participants can be boiled down to some specific themes. It is possible to suggest that perhaps a more sophisticated or mature range of supplier relationship management approaches were presented in the European and UK groupings, than in the Federal or Emerging markets groupings. In general the European and UK groups were focused on communication and trust issues, on two way dialogue. As a generalisation the Federal and Emerging groupings were most concerned with the mechanics of establishing and running the relationship. Identifying all stakeholders was one important technique.

Avoiding market dependency on a key supplier was a common theme, regardless of experience in managing key suppliers. Finally the balance between using SRM to manage within the existing parameters of the relationship and using SRM to leverage more (e.g. social goals) out of the relationship only appeared in the mature UK case and the relatively 'new' or inexperienced South African case.

## ***THE STRATEGIC SHIFT OF GOVERNMENT PROCUREMENT***

**SESSION LEAD – CHRISTINE HARLAND**

### **AIM AND OBJECTIVES**

One of the themes to emerge from the first International Research Study of Public Procurement (IRSP1) was the strategic shift of government procurement. IRSP1 showed that the purchasing function is in many cases subject to considerable change. In some cases the goals and strategies are specifically targeted at purchasing issues, but more often they are ‘localised’ results of more general efforts to improve public services. A common theme is the reduction of transaction costs. However, there seem to be some common broad values for the principles behind public procurement such as: value for money, ethical purchasing, transparency, accountability, and open and effective competition. International comparison shows that most reforms are linked to (and influenced by) organisational design or the purchasing process. The quality of information available to procurement, the status of the procurement function and its ability to be involved in reform appear linked and form constraints to reforming procurement.

Preceding the IRSP2 workshop, the policy role of public procurement and its role as a lever for reform were explored by a survey. The survey showed that most respondents agreed that transparency, sustainability and ethical issues in public procurement are increasingly important. There was the least agreement on the view that public procurement was recognised a lever for reform and that public procurement was closely integrated with broader government objectives beyond value for money.

Although IRSP1 and the survey findings showed some interesting trends<sup>2</sup>, they were limited to exploring the main issues in public procurement and to test the relevance of these issues and some general trends on a larger scale. However, this did not provide in-depth insight in the strategic shift of government procurement and what is really being done.

Drawing on the findings of the earlier work, summarised above, and questions raised by the survey, a session was designed for the IRSP2 workshop around the theme ‘the strategic shift of government procurement’. There were three objectives for the session:

- (1) to examine examples of radical reform in public procurement
- (2) to assess ideas that can support reforms in the future; and
- (3) to evaluate the contribution of IRSP 2 to the field of public procurement so far.

### **METHOD**

To achieve these objectives, the IRSP2 participants were divided into four mixed sub-groups, consisting of people from different countries and different parts of the public sector. The groups had to discuss the most radical government procurement initiatives, or those initiatives impacting on government procurement, underway in their countries. Findings were captured on a flipchart and the discussions were taped. A four stage model, shown in Figure 8, was used to position examples discussed. To assess the focus

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<sup>2</sup> See the IRSP1 and IRSP2 Findings Report for more detailed information.

of the reforms / issues dealt with, we used the headings of the survey (which were derived from IRSP1)<sup>3</sup>:

1. structure and organisation;
2. human resources / people issues;
3. politics, government objectives and public involvement;
4. policy, performance, innovation and capacity;
5. supply relationship management

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<sup>3</sup> The numbers in the last column of the table match the numbers of the issues mentioned here.



Figure 8: Four Stage Model

## FINDINGS

### Reforms

The following table shows the reforms mentioned by the participants per nation.

**Table 2: Reforms by Nation**

Nation	Reforms	Stage <sup>4</sup>	Focus <sup>5</sup>
<b>Australia</b>	<ul style="list-style-type: none"> <li>• Establishment of professional body of procurement</li> <li>• Revision in role of procurement from buying to investment (facilitate investment decisions to get better value for community)</li> <li>• Some multi-jurisdictional procurement (contract set-up by one governmental entity used by others)</li> <li>• Centralised/Decentralised model: deploy central people in decentralised agencies to monitor</li> <li>• Mandatory procurement qualifications as contract managers</li> <li>• Cooperation between public-private-education sector to build up capabilities in public &amp; private sector</li> </ul>	2 / 3	1, 2, 3, 4
<b>Belgium</b>	<ul style="list-style-type: none"> <li>• Political agreement that offsets are secondary to real need</li> <li>• Logistics on political agenda (only in Flemish part)</li> <li>• Professionalisation in some sectors (more collaborative procurement, which makes it less fragmented)</li> </ul>	4	1, 3
<b>Canada</b>	<ul style="list-style-type: none"> <li>• One department is allowed to give guarantees on behalf of government</li> <li>• Targeted savings \$2.5B over 5 years</li> <li>• Mandatory use of standing offers / framework agreements</li> <li>• Government of Canada Marketplace (mandatory use)</li> <li>• PWGSC mandate – direction to all departments</li> <li>• Travel services modernisation</li> <li>• More SEB offices</li> </ul>	2 / 3	1, 5
<b>Germany</b>	<ul style="list-style-type: none"> <li>• Streamlined federal procurement law / legislative reform (was: separate laws for construction, services and other, now integrated + adopted European laws to national ones)</li> <li>• 7 point action plan, main points are:                             <ul style="list-style-type: none"> <li>- Centralisation at federal level</li> <li>- One federal office for federal affairs (all have to ‘cooperate’ but can decide self to what extent)</li> <li>- Streamlined electronic process; standardised on federal level to conform with EU-regulation</li> </ul> </li> <li>• Integration of e-procurement and framework contracts</li> </ul>	2 / 3	1, 3, 5
<b>Hungary</b>	<p>(not often central government initiatives, most start ‘locally’)</p> <ul style="list-style-type: none"> <li>• Hospitals outsource whole supply chain / outsourcing of low key purchases (started at small city hospital)</li> <li>• Gather data to know what we are buying</li> <li>• Supplier development in e-advertising</li> <li>• Government procurement define contracts</li> <li>• Directives on how to comply with EU regulations</li> <li>• Initiative by Universities on how to deal with EU regulations (But: not used by governments)</li> </ul>	3	1, 3, 4, 5

<sup>4</sup> Numbers refer to stages in positioning model used in the survey (see Figure 8).

<sup>5</sup> Numbers refer to numbers of categories reflecting the focus of the reforms, as used in the analysis section.

<b>Italy</b>	<ul style="list-style-type: none"> <li>• Establishment of e-marketplace (for all suppliers and local governments)</li> <li>• Move to establish a group to support SMEs</li> <li>• Establishment of research centre – acting as consultant for info and support</li> </ul>	2 / 3	3, 4
<b>Netherlands</b>	<ul style="list-style-type: none"> <li>• Central orchestration / collaboration: buying together</li> <li>• Use purchasing as political force (part of legal arena): NEVI (purchasing body) comments/advices on planned new laws/regulations</li> <li>• Catering to non purchasers to create ambassadors for purchasing: shift focus from professional procurement to everyone understanding procurement:             <ul style="list-style-type: none"> <li>- Making purchasing part of all MBA's</li> <li>- Make purchasing part of normal entry level for public organisations (part of trainee programs)</li> </ul> </li> <li>• Strategic Supplier Management</li> <li>• Unsolicited proposals to promote innovation (invite suppliers to come up with new proposals to tackle existing problems but for which there is not budget yet)</li> <li>• OVIA – portal (network) for public procurement</li> <li>• PIANO – portal (network) for civil servants only (sharing knowledge / experience)</li> <li>• Tender-Net: government institutions put tendering on internet, sharing knowledge</li> </ul>	2 / 3	1, 2, 3, 4, 5
<b>Russia</b>	<ul style="list-style-type: none"> <li>• Improved decision making by addressing organisational structure</li> <li>• Change of state role in economy</li> <li>• Improvement of quality standards</li> <li>• Decrease of black market/illegal economy</li> <li>• Legislation</li> <li>• Economic responsibility for decision making</li> <li>• Professionalisation of managers</li> <li>• Democracy</li> <li>• Created equity markets</li> <li>• Private sector involvement increased</li> </ul> <p>To be done / working on:</p> <ul style="list-style-type: none"> <li>• Federal improvement of status</li> <li>• Lack of transparency, market analysis, innovation</li> <li>• Customs problems (fees for foreign goods)</li> <li>• Bureaucracy</li> </ul>	2	1, 2, 3, 4
<b>South Africa</b>	<ul style="list-style-type: none"> <li>• Extend GSSC model into the rest of South Africa</li> <li>• Assist /advise other provinces</li> <li>• Model of Excellence             <ul style="list-style-type: none"> <li>- Link between finance and procurement (processes &amp; systems)</li> <li>- Transparency in information</li> <li>- Centres of Excellence                 <ul style="list-style-type: none"> <li>▪ Commodity teams</li> <li>▪ Strategic sourcing</li> <li>▪ Market research</li> <li>▪ Risk and escalation management</li> <li>▪ Vendor management and development                     <ul style="list-style-type: none"> <li>o Quality management</li> </ul> </li> </ul> </li> </ul> </li> </ul>	2 / 3	1, 2, 3, 4, 5

	<ul style="list-style-type: none"> <li>o Black Economic Empowerment</li> <li>o Catalogue and content management</li> <li>• Addressing/recognition of lack of change management             <ul style="list-style-type: none"> <li>- Lack of sharing knowledge</li> <li>- Contributing to lack of skills/training</li> <li>- Stabilising business operations: convincing others of the need of Best Practice to get coherence</li> <li>- Recognition of need to address contract management</li> </ul> </li> <li>• University courses/certification in public procurement</li> <li>• Quarterly meetings to address economic development / monitoring performance</li> <li>• Exploratory study in all sectors to assess how much they have progresses on best practices in public procurement</li> </ul>		
<b>U.K.</b>	<ul style="list-style-type: none"> <li>• Strategic Supplier Management (enabling/assisting public organisations to shape supply market)             <ul style="list-style-type: none"> <li>- Many procurement indicators influencing the market</li> <li>- Change supplier behaviour (large multinational firm)</li> <li>- Perception of Power</li> <li>- Shaping up construction contracting / invite construction in discussions about future and forecast planning</li> <li>- “Project Zanzibar”: Industry/Public Sector standard for transfer of information</li> </ul> </li> <li>• Supply Chain Excellence Program (in health sector)             <ul style="list-style-type: none"> <li>- National sourcing program, major restructuring of central purchasing agency</li> <li>- Procurement enablement – assist in getting innovations in                 <ul style="list-style-type: none"> <li>▪ Specialisation of purchasing people (ready to be deployed / delegated to i.e. Trusts)</li> <li>▪ Category managers</li> <li>▪ Bring in others in procurement process to enable change: clinicians / clinical director / nurses / logistics authority</li> <li>▪ Data analysts</li> </ul> </li> <li>- Collaborative procurement hubs</li> <li>- Employment of clinical people</li> </ul> </li> <li>• Health care industry task force: joint government-industry initiative to encourage innovation</li> <li>• Gathering market data             <ul style="list-style-type: none"> <li>- For forecasting demand</li> <li>- To know what is going on in region / industry / supply side</li> <li>- Initiative to address market level information: how decision making in purchasing affects UK suppliers</li> </ul> </li> <li>• Electronic streamlining enabling information exchange</li> <li>• Small business procurement initiative (in part of country) doubled participation</li> <li>• Piloting supplier diversity; public-private initiatives involving SMEs' engagement to engage minority businesses in mainstream economy</li> </ul>	2 / 3 / 4	1, 2, 4, 5
<b>U.S.</b>	<p>(overall remark: greatest efficiencies of any reforms are believed to be on a local level)</p> <ul style="list-style-type: none"> <li>• Emphasis on strategic sourcing (but perceived as old wine in new bottles)</li> <li>• Take-up of performance contracts (negative consequence could be corruption)</li> <li>• State level example of a change in finance system to</li> </ul>	2 / 3 / 4	1, 5

	<p>accommodate / embed purchasing; payments have to go via purchasing to ensure right/same suppliers are used.</p> <ul style="list-style-type: none"> <li>• NIGP/FAU joint text books – set of best practices</li> <li>• Status building by NIGP for recognition of public procurement</li> <li>• Develop profession through academic programmes (PhD etc)</li> </ul>		
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### **Reforms and links with stage of development and focus**

Part of the survey was related to a positioning model, trying to assess in which stage of development of public procurement a country and/or sector was. This positioning model is used in relation to the findings above to create a structure for the analysis.

### **Number of reforms and stage in positioning model**

The table shows that many different reforms are underway and that countries differ in which reforms they pursue and the number of reforms mentioned. The number of reforms mentioned could (theoretically) be related to the stage a country is in according to the positioning model as mentioned in the survey (column three shows main stage country was believed to be in). From the survey results, five categories can be recognised: (i) one country only in stage 2 (Russia), (ii) one only in stage 3 (Hungary), (iii) one only in stage 4 (Belgium), (iv) two countries see themselves in the stages 2, 3, or 4 (U.K. and U.S), (v) 6 of the countries perceive themselves to be in stage 2 or 3 (the rest). Looking at the first three groups there seems to be fewer reforms mentioned the higher the respondents perceive themselves to be in the stage model, which could make sense as less change is thought to be necessary. However, when looking at the other groups, there is no relationship with number of reforms and stage (see U.S. and the U.K., or Italy versus the Netherlands). Hence, from this data we can hypothesise that the stage in the positioning model is not related to the number of reforms.

### **Reform foci and stage in positioning model**

Although the reforms are very diverse, there could theoretically also be a relationship between reforms dealing with a certain issue / having a certain focus and a certain phase. To assess the focus of the reforms / issues dealt with, we use the headings of the survey (which are derived from IRSPP1)<sup>6</sup>:

1. structure and organisation;
2. human resources / people issues;
3. politics, government objectives and public involvement;
4. policy, performance, innovation and capacity;
5. supply relationship management.

Looking at the numbers in Table 2 (column 4), which represent the best recognisable foci, it transpires that countries, although in different phases, do deal with issues with a similar focus. This implies that the focus of public procurement reforms, although in a broad sense, is not related to the phase of development. In all the different stages, the different countries seem to focus on (some of the) 5 issues mentioned above.

<sup>6</sup> The numbers in the last column of the table match the numbers of the issues mentioned here.

### **Overall focus of reforms**

Overall, Belgium, Canada, Italy, and the U.S. mention the least number of diverse issues that are subject to some sort of reform, whereas the Netherlands and South Africa most clearly show they are dealing with all issues. Of the five generic and broad issues, most countries focus on changes in structure and organisation (ten countries), whereas human resources / people issues are least often dealt with (five countries). Eight countries are dealing with politics, government objectives and public involvement issues in public procurement, half of them do this by trying to influence legislation / laws. Australia, Russia and South Africa show the clearest link with societal issues in respectively pursuing: value for the community, changing the state role in the economy and black economic empowerment.

In addition to the foci of reforms discussed above, change management was emphasised throughout the study. Whatever issue was being dealt with, all required some sort of change management to be effective in reforming public procurement. Only the Netherlands, South Africa and the U.K. make explicit reference to this. South Africa recognises the lack of attention to change management, whereas in the UK and the Netherlands there is actual engagement in change management. In the Netherlands and in the UK, there is a move towards creating ‘ambassadors’ for purchasing by focussing on educating and bringing in non-purchasers (after all, as purchasing is not always recognised as a lever for change, non-purchasers often have to realise shifts in purchasing and purchasing’s position and role in public organisations).

Finally, another reform focus can be recognised, which also does not seem to be captured by the five issues mentioned before: the activities related to data / information management. This varied between gathering data to know what is bought (Hungary), doing market research and analysis (Russia and the U.K.), and sharing information/experiences/knowledge through national portals / networks (the Netherlands).

### **Ideas for the future**

In Appendix 1 an overview is given of all the ideas people had that could benefit public procurement. The table shows the ideas related to the four topics focussed on during IRSP2, with one additional category: other. The table shows the ideas as written down by the participants themselves, in the original wording.

Overall it can be recognised that the ideas are very diverse, even in the different categories. In terms of number of ideas, the highest number of ideas was related to the People / Professionalisation-area and the least number of ideas mentioned was on Strategic Relationship Management. The number of ideas related to Innovation and Policy are somewhere in the middle together with the, maybe surprisingly large number of, ‘other’ ideas. Although the ideas in each category are very diverse and comparison is difficult, scanning through them several main themes per category can be recognised.

In the ‘Policy’-category, the main ideas are around: restructuring of public procurement, objectives (aligning and prioritising) and investments, doing more research and developing (training / educating) purchasing staff.

In the ‘People / Professionalisation’-category, the main ideas were around education and learning (building training programmes but also including the provision of the right

material such as writing text books), more research, more networking (learning from each other), and the embeddedness of procurement (roles and perceived low status).

In the ‘Strategic Relationship Management’-category, the main ideas were around practical issues (i.e. partnering, outsourcing, forecasting), research (investigate certain forms of relation management and develop models), networking (helping and learning from each other).

In the ‘Innovation’-category, the main ideas were around doing research in innovation, networking with others to learn from them, new ways of dealing with suppliers to stimulate innovation, how to get innovations into organisations, restructuring to benefit innovation, and policy (include innovation in objectives).

In the ‘Other’-category, the main ideas were around further research, networking with each other and learning from each other.

All the ideas were voted for on what the best idea was<sup>7</sup>. Only two votes went to the ‘Policy’-category but there was no clear winner in this category. Seven votes went to the ‘People/professionalisation’-category and the most voted idea was:

“create a portal that enables networking and facilitates knowledge sharing among academics and practitioners in the public sector”.

Seven votes went to the ‘Innovation’-category and the most voted idea was:

“Implement an intelligent ‘time-series’ approach to track technology”.

Two votes went to the ‘Strategic Relationship Management’-category, both on:

“Free riding on other contracts (make legally possible, even if you think of it afterwards)”.

Twenty votes went to the ‘other’-category and ten went to:

“switching public procurement from economic sciences to political and social sciences”,

which overall was voted the best idea.

### **IRSP and its role in public procurement**

The following table shows the contributions of IRSP as mentioned by the participants of IRSP2, both practitioners as well as academics. The table shows the contribution for practice, research and for the profession as a whole.

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<sup>7</sup> Votes are indicated by the dots in the table in Appendix 1.

**Table 3: Contribution of IRSPP to Practice, Research and the Profession**

<i><b>Practice</b></i>	<i><b>Research</b></i>	<i><b>the Profession</b></i>
<ul style="list-style-type: none"> <li>- Following Regulations – in competition with others</li> <li>- To deliver on social issues – link procurement issues with social issues looking at what the demand is and that the use of champions is necessary to be effective</li> <li>- Maximise the adoption of technologies in developed countries and use the abandoned technologies in developing countries: this way old technologies can be useful; they are new in the new context</li> <li>- Focus on retaining and developing people’s skills is important</li> </ul>	<ul style="list-style-type: none"> <li>- a common body of knowledge is necessary, provide an overview of the common issues different countries are facing to be able to learn from each other</li> <li>- there is a need to follow up cases and develop theories and concepts around them</li> <li>- a global contingent approach needs to be developed</li> <li>- the political dimension needs further exploring</li> </ul>	<ul style="list-style-type: none"> <li>- give a focus and clarity on public procurement + gave insight in how to prioritise</li> <li>- that public procurement is still underdeveloped</li> <li>- that a global view is valuable</li> <li>- It has given identity: Public Procurement can be seen as a profession</li> <li>- Has raised the issue whether Procurement in the private and public sector are dissimilar or if is just purchasing</li> <li>- Learned that there is a Key role for the professional body, which however has to evolve more and become more capable</li> </ul>

Overall, it was recognised by all participants that IRSPP 1 and 2 have created momentum and action for change. Also, IRSPP has created awareness of the enormity of the task that lies ahead and the enormity of the potential, for which the IRSPP network is helpful for both practitioners and researchers to learn from each other, help each other and know who to approach.

**APPENDIX 1 – IDEAS FOR THE FUTURE FROM THE WORKSHOP**

<b>Policy</b>	<b>People / Professionalisation</b>	<b>Strategic relationship Management</b>	<b>Innovation</b>	<b>Other</b>
Champion or Middle Class articulate elite? Research equity ●	Produce Text Book on Public Sector Procurement	Partnering in supply relationship	Data analysis/ benefits hacking in initial “engine room”	Maximise analysis of IRSPP2 survey data
Start up OGC in Netherlands	Introduce (more) case studies in to training	Investigate the feasibility innovative procurement relationship management solution	Implement an intelligent ‘time series’ approach to track technology ● ●	Collect serious studies into book, this stimulates serious case studies and collective survey questionnaires
Central Investment to kick off collaborative procurement	Exclude economics from education	Design and apply proper analysis tools to differentiate between types of relations/situations	Innovation procurement	Get someone to collect data on procurement from all public organisations
Conduct on international study on sustainable issues in procurement	Share ideas about the role, structure, processes etc of professional organisations	Revisiting software cost estimation for IT procurement	Innovation must have a champion and a customer – will include NHS in ‘ideas portal’ deliberations ●	Talk to Guy re Complexity theory
Reinforced view that procurers objectives need to reflect strategic policy direction of Organisation and Government	Build training programmes	Radical solution: Either complete outsourcing (including outsourcing of procurement) of public service or complete insourcing.	Development of a portal for BEE and SMME companies to access bids/tenders for GSSC and supplier training	E- procurement in Germany, England and Norway are way ahead. I will scan how far they are and what can we learn
Complete centralised and Harmonised purchasing structures and processes	Develop model of public sector procurement further	Investigate PFI in the UK and who are the key suppliers	Initiatives: Professionalization efforts	Make associations part of legal/reform structural activities = a party that is involved in discussions
Patient or user? Research equity in health purchasing	Analyse IRSPPs data to get better understanding on professionalisation issue ●	No demand forecasting/ planning done. Something we need to address	Framework agreements are possible without promising/mentioning /forcing? Quantities according to Martin our lawyers say: Forbidden. I’m going to Martin with our top lawyers!	No change. management done at the introduction of supply chain management by treasury. Before the government used the state tender boards and now had to dissolve them.

<i>Policy</i>	<i>People / Professionalisation</i>	<i>Strategic relationship Management</i>	<i>Innovation</i>	<i>Other</i>
Talk to Csaba re. Corruption and transparency	More networking with practitioners to gather more in depth info on professionalisation ●	One thing important John said was “Do procurement practitioners understand value for money?” and do we base our procurement on affordability or on specification?	Compare and contrast public and private sector approaches to innovation	Find a common problem with another country and work up a solution together
Looking on public procurement more sector specific	How to enhance the perceived low status of public procurement	Develop model for successful supplier management and more in to curriculum	Unsolicited proposals as a means to promote innovation and initiative	Methodology issue: Operationalise ‘container terms’ (“best value”) Instead of questions, let interviewed persons chose alternatives in a described “vignette” ●
Centralised-decentralised policy Admin. Central Agency Procurement Staff co-located in other agencies	Create a ‘mirror’. Got procurement staff to look at themselves realistically and appreciate what is possible (Benchmarking progress on 4 stage)	Free riding on others contracts (make legally possible even if you think of it afterwards) ●●	Create centre for identifying and promoting public sector supply chain excellence	Create medium to support benchmarking the effectiveness and efficiency of public sector procurement ●●●●
Continue using procurement as a lever of reform (broad based black economic empowerment)	Create Specialised roles		Propose public sector research centre	I do not have any bright ideas that why I am in procurement ●●
Integration of procurement and logistics in the public sector. Public supply chain management.	Bring practitioners and academicians together to define body of knowledge essentials to public procurement and frame certification program that reflects this body of knowledge		Engage with key organisations and institutions ⇒ develop community of practice e.g. hearing aid case ●	Follow up case study of deaf aids – esp impact on UK mfg ●●
Don’t get deaf unless you can fund an international champion	Argue for purchasing to be in every business course		Engage with life cycles in public procurement	Clearly delineate theory, models and testable hypotheses for creating body of knowledge beyond description ●

<i>Policy</i>	<i>People / Professionalisation</i>	<i>Strategic relationship Management</i>	<i>Innovation</i>	<i>Other</i>
Be brave about telling politicians they cant have their cake and eat it.	In Geneva, I have the additional weight, thus when I came back at home. On Monday I cook the one egg On Tuesday I take this egg from the water On Wednesday I clean this egg On Thursday I salt this egg On Friday I eat this egg All this time I imagine myself as Putin who thinks carry out the the public procurement at the lowest cost ●		Innovation- if you want people to build ships, make them being interested in foreign countries. Create needs	Find out more about education and defence sector
Renew Centralised DP systems ●	Central agency – staff in regions – in individual ministries (Aus Example)		If you want people to build ships get some sea	Switching public procurement from economic sciences to political and social sciences ●●●●●●●●●● Winner
Change of the state role in economics	Procurement Sabbatical – X- Fertilise ideas		Define objectives that fit the different sectors not all objectives fit to all public sectors	The long term future for strategic procurement is around the use of procurement for a few key social issues/policies
Economic responsibilities for making decisions	Developing & Ratifying a common body of procurement knowledge		Nominate particular jurisdiction to lead development of particular bodies of knowledge	Annual product list of governments 10 worst purchasing decisions
Legislation improvement	Develop an international research centre - World domination by CRiSPS		Look beyond your peripheral vision- future scanning	View corruption in Australia website

<b><i>Policy</i></b>	<b><i>People / Professionalisation</i></b>	<b><i>Strategic relationship Management</i></b>	<b><i>Innovation</i></b>	<b><i>Other</i></b>
Research lever for consultancy	Establish clear global competency standards		Managing innovation theory with purchasing theory	Get the general conclusions of IRSP1 (and 2) and survey on paper to understand and position our situation compared to the others. (We are struggling; the subjects we address are felt all over the world.)
The creation of the new generation government for the solving problems in the field of public procurement.	Initiate global council to develop universal public procurement/supply certification that is reciprocal to other certification programmes		Finding creative ways to enact CSR initiatives in procurement without “scanning the houses”	South Africa’s successful linking of financial and procurement: I want to better understand what is happening there.
Creation of the new health procurement at the federal level taking in to account the UK experience	Create public sector communities to tailor networking, training.		One of the highlights in SA is the introduction of SLAs to measure performance with our clients (end-user and procurement) ●	
Retrain of the staff at the federal level	Develop Procurement as a discipline		Fight unemployment by creating jobs for low qualified people ●	
Reforming of the state sector in the field of education	Include Politicians more intensive to get more top decider support		Challenge health professionals and introduce target costing ●	
The use of educational loan for the access of education for all people in RF	Mandating procurement qualifications for contract managers		Guy Callender-estimating software dev’t, “Amorphous blob of uncertainty”, Any UK interest, Contact Iwatmore	

<i>Policy</i>	<i>People / Professionalisation</i>	<i>Strategic relationship Management</i>	<i>Innovation</i>	<i>Other</i>
Public procurement as a social and economic policy	Hannie Badenhorst-W (in SA) – I will do a exploratory study in all areas of public sector to determine progress regarding PP best practices – dating 2005		Utilising the disparate CIPS listening posts to better inform the institute in its product development	
Through networking and in-depth interviews, get behind what and why or policy	Have dialogue with CIPS about bringing international element to research (ie make relevant to increasingly global membership)		Define and centralised performance measure system for major provision	
	Seek to understand ethical issues in supply better – looking at perceptions of buyer and supplier behaviour – ‘What is ethical?’ ●		Eric’s analysis- Can he producer a tool that will analyse numerous inputs but translate what the numbers mean in to simple English	
	MBA’s entering (and leaving) the procurement dept.			
	Create portal that enables networking and facilitates knowledge sharing among academicians and practitioners in the public sector ●●			
	When I get home I will work closer with the universities and associations to enhance the importance of public procurement.			
	The portal for public procurement – combined with piano enclosed “chat-box” for public procurement practitioners (civil servants only) is operating ●			

**APPENDIX 2 – LIST OF ATTENDEES**

Country	Title	First name	Surname	Job Title	Organisation
Australia	Prof	Guy	Callender	Chair of Leadership of Strategic Procurement	Curtin University of Technology
Australia	Ms	Elspeth	Callender		
Australia	Mr	Ken	Dooley	Senior Lecturer	University of Central Queensland
Australia	Mr	Jim	McGuire	Director	Contract Services, Government of South Australia
Belgium	Mr	Bert	Baeyens		Public Procurement Management
Canada	Ms	Tara	Hartley	Senior Analyst	Parliamentary Secretary's Task Force Government-Wide Review of Procurement
Germany	Prof	Michael	Essig	Chair for Materials Management & Distribution	Bundeswehr University Munich
Germany	Mr	Berthold	Schaefer	Purchasing Director	German Aerospace Centre
Hungary	Dr	Csaba	Csaki	Research Fellow	Budapest University of Technology & Economics
Hungary	Dr	Tunde	Tatrai	Assistant Professor	Budapest University of Economic Sciences and Public Administration
Italy	Prof	Alessandro	Ancarani	Associate Professor of Business Economics and Organisation	University of Catania
Netherlands	Mr	Harry	Baayen	Head	Central Government Knowledge Center on Purchasing and Tendering
Netherlands	Mr	Elmer	Bakker	Research Officer	CRiSPS, University of Bath
Netherlands	Prof	Dirk-Jan	Kamann		University of Groningen
Netherlands	Mr	Peter	Leyenaar	Managing Director	PIA
Netherlands	Prof	Jan	Telgen	Professor	University of Twente
Russia	Ms	Ekaterina	Fedorova	Chief Specialist, International Office	Plekhanov Russian Academy of Economics
Russia	Prof	Tatiana	Rosanova		Plekhanov Russian Academy of Economics
Russia	Prof	Vladimir	Stepanov	Chair of Logistics	Plekhanov Russian Academy of Economics
South Africa	Prof	Hannie	Badenhorst-Weiss	Professor	University of South Africa
South Africa	Ms	Tshidi	Ramotsehoa	General Manager, Procurement	Gauteng Shared Services Centre
South Africa	Ms	Karen	van Vuuren	General Manager, Procurement	Gauteng Shared Services Centre
UK	Dr	Nigel	Caldwell	Research Officer	CRiSPS, University of Bath
UK	Mr	Gerard	Chick	Head of Knowledge Management	Chartered Institute of Purchasing and Supply
UK	Mrs	Adele	Draper	Administrative Assistant	CRiSPS, University of Bath
UK	Ms	Sally	Fryer	Director, Government Market Division	Office of Government Commerce
UK	Dr	Steve	Gough	Senior Lecturer, Dept of Education	University of Bath
UK	Prof	Christine	Harland	Professor, Operations and Supply, Director of CRiSPS	CRiSPS, University of Bath
UK	Mr	Ken	James	Chief Executive	Chartered Institute of Purchasing and Supply
UK	Prof	Mike	Lewis	Professor, Operations and Supply	School of Management, University of Bath
UK	Mrs	Katy	McKen	Centre Manager, CRiSPS	CRiSPS, University of Bath
UK	Dr	Wendy	Phillips	Research Officer	CRiSPS, University of Bath
UK	Mr	Martin	Sykes	Exec. Director Smarter Procurement	Office of Government Commerce
UK	Dr	Helen	Walker	Research Fellow	CRiSPS, University of Bath
UK	Mr	John	Warrington	Director, Research and Innovation	NHS Purchasing & Supply Agency
USA	Mr	Rick	Grimm	Chief Executive	National Institute of Government Purchasing
USA	Dr	Eric	Prier	Associate Professor	Florida Atlantic University

*International Research Study of Public Procurement – Executive Report from the second workshop*

<b>Country</b>	<b>Title</b>	<b>First name</b>	<b>Surname</b>	<b>Job Title</b>	<b>Organisation</b>
USA	Prof	Khi	Thai	Director, Public Procurement Research Centre	Florida Atlantic University

**APPENDIX 3 – WORKSHOP PROGRAMME**

Thursday, March 17				
8.30-9.15	<b>Opening Plenary: Key findings from IRSPPI and purpose of IRSPPI2</b> Presenter: Christine Harland			
9:15-9.30	<b>Plenary: The policy role of public procurement (Policy and government objectives)</b> Chair: Guy Callender Presenter: Helen Walker <b>Venue: Mont-Blanc Room</b>  <b>Case presentation</b> South Africa, Gauteng Province  <b>Plenary debate</b>			
10.30-10.50	Coffee			
10.50-11.50	Stream: A Stream Chair: Rick Grimm Workshop facilitator: Elmer Bakker Room: Rigi-Cervin	Stream: B Stream Chair: Khi Thai Workshop facilitator: Wendy Phillips Room: Gobelin	Stream: C Stream Chair : Jan Telgen Workshop facilitator: Nigel Caldwell Room: Mont-Rose	Stream: D Stream Chair : Christine Harland Workshop facilitator: Elspeth Callender Room: Dent-Blanche
11.50-12.30	<b>Plenary feedback and discussion</b> Chair: Guy Callender Lead Facilitator: Helen Walker			
12.30-13.30	<b>Lunch – Jura Dining Room</b>			

Thursday, March 17				
13.30-14.30	<b>Plenary: The evolution of public sector procurement</b> Mike Lewis			
14.30-14.45	<b>Plenary: The professionalisation of supply (human resources and people issues)</b> Chair: Mike Lewis Presenter: Elmer Bakker <b>Venue: Mont-Blanc Room</b>			
14.45-15.15	<b>Case presentations</b> Rick Grimm, NIGP Ken James, CIPS			
15.15-15.30	<b>Briefing on group Exercise</b>			
15.30-15.45	<b>Tea</b>			
15.45-16.30	Stream: A Stream Chair: Guy Callender Workshop facilitator: Wendy Phillips Room: Rigi-Cervin	Stream: B Stream Chair: Khi Thai Workshop facilitator: Nigel Caldwell Room: Gobelin	Stream: C Stream Chair: Jan Telgen Workshop facilitator: Elspeth Callender Room: Mont-Rose	<b>Stream: D</b> Stream Chair: Christine Harland Workshop facilitator: Helen Walker Room: Dent-Blanche
16.30-17.30	<b>Plenary feedback and discussion</b> Chair: Mike Lewis Lead facilitator: Elmer Bakker			
19.00	<b>Drinks</b> Venue: Cornavin Bar			
19.30	<b>Dinner</b> <b>Venue: Jura Dining Room</b> Dress code: Smart, casual			

*International Research Study of Public Procurement – Executive Report from the second workshop*

Friday, March 18				
9.00-9.15	<b>Plenary: IRSP2, day two</b> Presenter: Christine Harland			
9.15-9.30	<b>Plenary: How can procurement support the adoption, diffusion and development of technological innovation? (Using Procurement to Promote Innovation)</b> Chair: Dirk-Jan Kamann Presenter: Wendy Phillips <b>Venue: Mont-Blanc Room</b>			
9.30-10.00	Case presentation Martin Sykes, OGC			
10.00-10.45	Stream: A Stream Chair: Khi Thai Workshop facilitator: Helen Walker Room: Rigi-Cervin	Stream: B Stream Chair: Rick Grimm Workshop facilitator: Nigel Caldwell Room: Gobelin	Stream: C Stream Chair: Christine Harland Workshop facilitator: Elmer Bakker Room: Mont-Rose	Stream: D Stream Chair: Jan Telgen Workshop facilitator: Elspeth Callender Room: Dent-Blanche
10.45-11.05	<b>Coffee</b>			
11.05-11.50	Stream: D Stream Chair: Khi Thai Workshop facilitator: Helen Walker Room: Rigi-Cervin	Stream: A Stream Chair: Rick Grimm Workshop facilitator: Nigel Caldwell Room: Gobelin	Stream: B Stream Chair: Christine Harland Workshop facilitator: Elmer Bakker Room: Mont-Rose	Stream: C Stream Chair: Jan Telgen Workshop facilitator: Elspeth Callender Room: Dent-Blanche
11.50-12.30	<b>Plenary debate</b> Chair: Dirk-Jan Kamann Lead facilitator: Wendy Phillips			
12.30-13.30	<b>Lunch - Jura Dining Room</b>			

<b>Friday, March 18</b>				
13.30-14.30	<b>Plenary: Adventures in the Procurement Wonderland or Mixed Signals Waste Millions</b> Guy Callender			
14.30-14.45	<b>Plenary: National approaches to managing key suppliers (Supplier Relationship Management)</b> Chair: Rick Grimm Presenter: Nigel Caldwell <b>Venue: Mont-Blanc Room</b>			
14.45-15.15	<b>Case study</b> Dirk-Jan Kamann, University of Groningen Briefing on group work			
15.15-15.35	<b>Tea</b>			
15.35-16.35	Stream: A Stream Chair: Jan Telgen Workshop facilitator: Elmer Bakker Room: Rigi-Cervin	Stream: B Stream Chair: Karen van Vuuren Workshop facilitator: Helen Walker Room: Gobelin	Stream: C Stream Chair: Guy Callender Workshop facilitator: Elspeth Callender Room: Mont-Rose	Stream: D Stream Chair: Christine Harland Workshop facilitator: Wendy Phillips Room: Dent-Blanche
16.35-17.30	<b>Plenary debate</b> Chair: Rick Grimm Lead facilitator: Nigel Caldwell			
19.00	<b>Drinks</b> Venue: Cornavin Bar			
19.30	<b>Dinner</b> Venue: <b>Jura Dining Room</b> Dress code: Smart casual (wear one item that represents your country)			

<b>Saturday, March 19</b>				
9:00-9.15	<b>Plenary: Strategic shift of government procurement</b> Presenter: Christine Harland <b>Venue: Mont-Blanc Room</b>			
9.15-10.15	<b>Four cases:</b> US (Khi Thai) UK (Christine Harland) Netherlands (Jan Telgen) Australia (Guy Callender)			
10.15-10.35	<b>Coffee</b>			
10.35-11.15	Stream: A Stream Chair: Rick Grimm Workshop facilitators: Wendy Phillips Room: Rigi-Cervin	Stream: B Stream Chair: Guy Callender Workshop facilitator: Elmer Bakker Room: Gobelin	Stream: C Stream Chair: Jan Telgen Workshop facilitator: Elspeth Callender Room: Mont-Rose	Stream: D Stream Chair: Khi Thai Workshop facilitator: Nigel Caldwell Room: Dent-Blanche
11.15-11.45	<b>Plenary exercise</b> When I get home I'm going to... Chair: Christine Harland Lead facilitator: Helen Walker			
11.45-12.00	<b>Plenary exercise</b> Time to vote Chair: Christine Harland			
12.00-12.15	<b>Plenary exercise</b> What have the Romans ever done for us... Chair: Christine Harland Lead facilitator: Helen Walker			
12.15-12.30	<b>IRSP2 Priorities, and bon voyage</b> Chair: Christine Harland			