



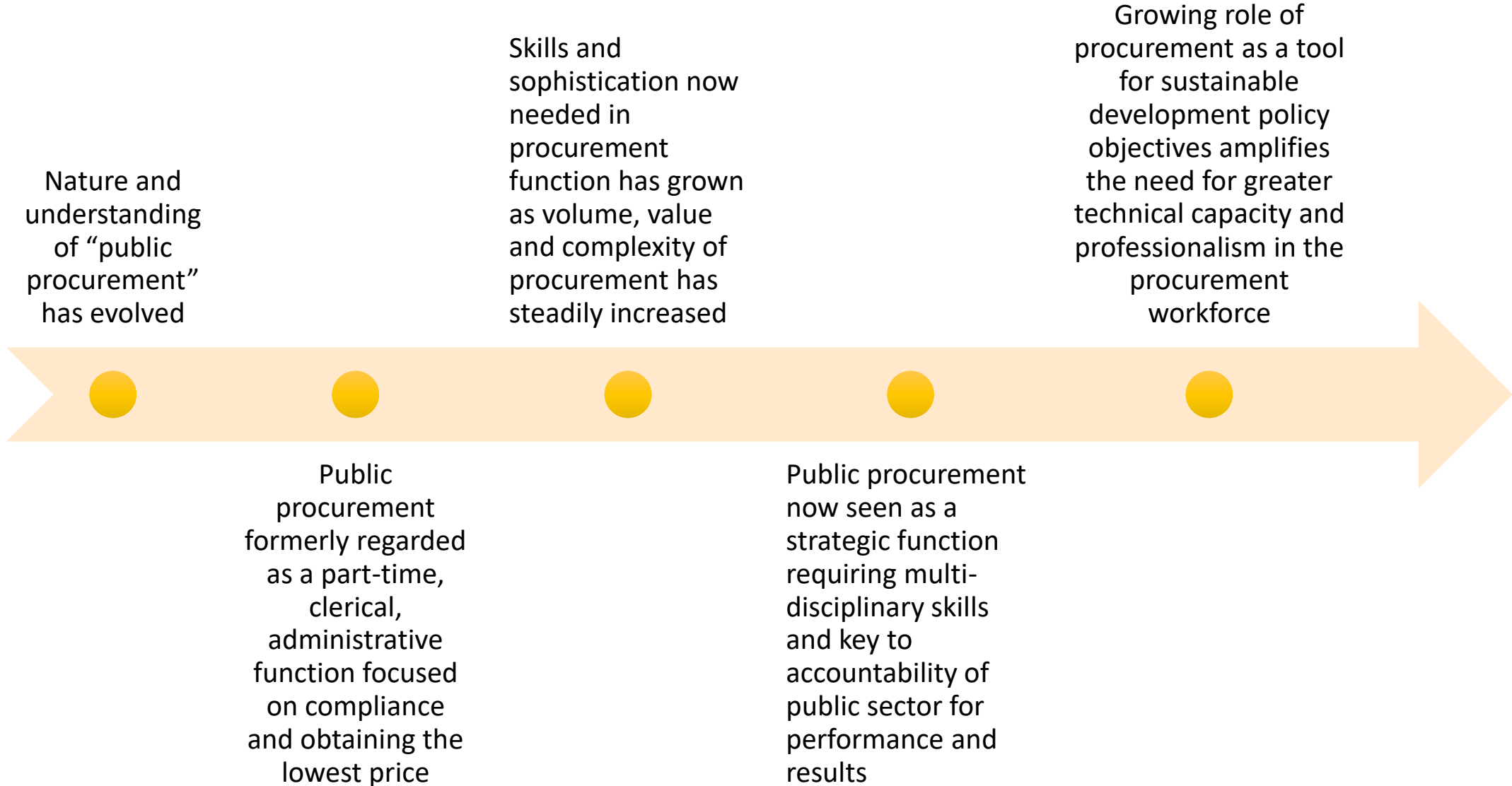
Professionalization of Public Procurement

Highlights of the strategies in multiple countries

What is “professionalization ” of public procurement?



Evolution of professionalized approach to procurement



Professionalization & its synergies

Professionalization of public procurement function and workforce empowered by – *while also enabling* -- key components of procurement reform

- Introduction and application of modern procurement techniques (e.g., greater focus on procurement planning and strategizing, life-cycle costing in evaluation and comparison of bids, emphasis on effective contract management)
- Digitization of the procurement process
- Decentralization of procurement activities
- Promoting integrity and limiting abuse
- Prioritization of stakeholder engagement throughout the procurement cycle



Examples from
international
practice

Key Elements of Procurement Professionalization in Palestine

Establishment of a procurement cadre within the ranks of the civil service, including the issuance of any needed regulatory instruments

Career development track for procurement practitioners, according to four levels of proficiency


Competency Framework identifying competencies and skills needed for each stage of the procurement cycle (planning, bid solicitation and contract award, contract management)

Qualification requirements and job descriptions for each procurement post, reflecting the Competency Framework


Application of professional performance standards to the conduct of procurement processes

Key Elements of Procurement Professionalization in Palestine


Systematic capacity building program consisting of a multi-level course program based on the skill requirements in the Competency Framework



Certification requirements and procedures -- linked to completion of training requirements corresponding to the level of the respective post



Rewards system to incentivize recruitment and retention of procurement staff



KPIs for measuring results of professionalization initiative



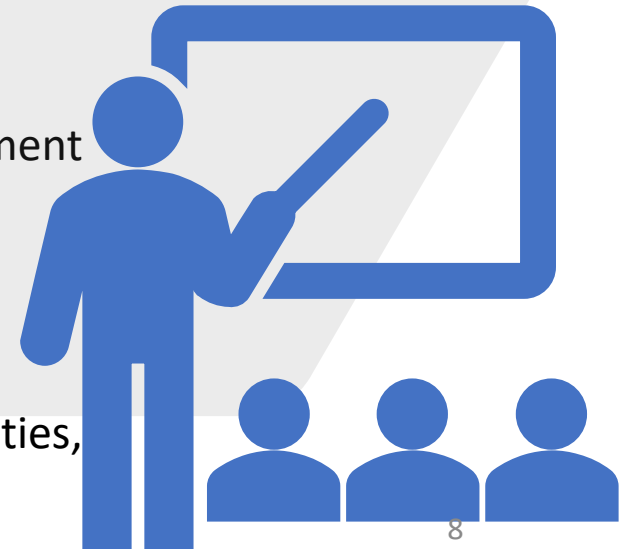
Designation of HCPPP as lead agency for professionalization initiative

Competency Framework

- Identifies competencies needed at each stage of the procurement cycle:
 - Planning -- e.g., estimating the value of a procurement, selecting contract types
 - Bidding and contract award – e.g., assessing substantial responsiveness of bids, application of bid evaluation criteria other than price, contract management, reflecting sustainable development policy objectives in the procurement process
 - Contract management – e.g., application of contractual price revision clauses, value engineering, dispute resolution
- Lists various relevant skills -- e.g., utilizing the e-procurement system, leadership and teamwork skills)
- Affirms behavioral and professional values -- e.g., public office and civil service ethics, integrity and anti-corruption, including avoidance of conflicts of interest, and accountability
- Informs job descriptions and qualification requirements for appointment/promotion to procurement posts

Capacity Building

- Providing training courses and other forms of capacity building are at the core of the professionalization strategy
- Key issues for designing the capacity building program addressed by the strategy include
 - Subject matter of training program modules
 - Multi-stakeholder target audience for training – procurement practitioners (1285), works contract management engineers (200), private sector/SMEs (500), control and audit authorities (300), CSOs and media (100)
 - Quantification of number of training days
 - Identification of training institution(s) and trainers, and related qualification criteria
 - Various possible training methods
 - Course completion and certification requirements for the different levels of procurement posts
- Initial wave of training will involve training-of-trainers (ToT)
- Continuous learning – a key feature of professionalization
- Professionalization initiatives also include introduction of procurement courses in universities, at undergraduate and graduate levels



Training Curriculum

Foundational modules

- Core procurement principles, legal and regulatory texts, and procedures
- Workflow and institutional arrangements
- Contract management
- Ethics

Skill and behavior modules

- Modules corresponding to different post-levels -- e.g., online procurement, teamwork, dispute resolution, team management

Advanced modules

- Application of sustainable procurement through the procurement cycle
- Drafting ToRs, estimating level of effort and cost for consultancy services

Technical modules (for specialized sectors of procurement)

- Preparation of procurement documents for procurement of drugs and medical supplies
- Preparation of documents for procurement of software and IT systems
- Procurement of schoolbooks



Two-phase implementation

Phase 1 – Preparatory steps

- Promulgate Regulation on Public Procurement Profession
- Develop Competency Framework, and related training system, modules and certification system
- Establish procurement as a professional function in the civil service schedule
- Formation of Certification Committee
- Building a team of trainers
- Select training partners from among national training institutions and universities
- Ensuring institutional structures are in place in procuring entities

Phase 2 – Implementation of training program

- Actual implementation will commence by a Cabinet decree, in coordination with General Personnel Council, obliging all employees involved in procurement in the four levels to take the required courses and be certified to hold the post
- Any public sector (or local body) employee may apply to the HCPPP to take the exams for any level procurement post (with right to retake a failed exam)

• Bangladesh – establishment of procurement cadre; training program; citizen engagement

- Procurement reform program prioritized skill building and development of a cadre of procurement professionals (Tier 1 - Public Procurement Associate; Tier 2 – Public Procurement Professional; Tier 3 – Advanced Public Procurement Professional; Tier 4 – Fellow Public Procurement Professional and Procurement Data Specialist)
- In addition to core procurement practitioners, the training program targeted stakeholders including policy-makers, auditors, accountants, bankers, quantity estimators, anti-corruption officials, judiciary and parliamentary officials, and journalists (stakeholder sensitization)
- Training program began with ToT
- As an added incentive, top performers receive scholarships to pursue a one-year master’s program and/or a one-year international procurement accreditation
- Citizen Engagement Portal development ongoing to accommodate disclosure of data (Source: Zafrul Islam , Mustafizur Rahman, How Bangladesh bridged the gap between amateur and professional in government procurement (World Bank Blog, Sept. 21, 2019) <https://blogs.worldbank.org/governance/how-bangladesh-bridged-gap-between-amateur-and-professional-government-procurement>; Sixth South Asia Region Public Procurement Conference: Professionalization of public procurement for better performance, Bangladesh country presentation <https://thedocs.worldbank.org/en/doc/636701557503999249-0090022019/render/CountrypresentationBangladeshApril23at1355.pdf>)

• Botswana -- 4-level certification framework

- 4-level certification framework (Associate Practitioner, Practitioner, Senior Practitioner, Chief Practitioner)
- Based on degree of mastering public-procurement-related skills and knowledge areas as demonstrated through testing of competence and as prescribed in the competency framework for each of the four levels – Associate Practitioner, Practitioner, Senior Practitioner, Chief Practitioner (Source: Shawkat M.Q. Hasan, Chitambala John Sikazwe Botswana’s Benevolent Move to Enhance its Procurement Profession (World Bank Blog) <https://wbnpf.procurementinet.org/featured/botswana-s-benevolent-move-enhance-its-procurement-profession>)

• Indonesia – procurement cadre; procurement units in procuring entities; training center; multi-level certification framework; professional organization of practitioners

- Procurement posts created in civil service schedule (before reforms, procurement was managed by ad-hoc committees, focused on the bidding and contract award stage of the procurement cycle), and procurement work was viewed as only a temporary task, additional to regular staff duties, with insufficient training and no career development path
- Mandatory establishment of Procurement Service Unit (PSU) in procuring entities
- NPPA (procurement policy and oversight office) responsibilities include formulation of strategies and policies to develop institutional capacity and human resources for public procurement
- Competency frameworks established, coupled with competency-based training and certification (in addition to basic-level training and certification); there is one competency framework for Professional Procurement Officials, and another framework for non-career Procurement Officials
- Procurement training center established
- Certification schemes include Basic Level, Levels 1-4, Contract Management, Sourcing
- Procurement professional organization established (Association of Indonesian Procurement Experts (IAPI), as member of International Federation of Purchasing and Supply Management (IFPSM) (Source: Robin A. Suryo, Professionalization of Public Procurement: Indonesia’s experience (Bhutan, April 18, 2019) <https://thedocs.worldbank.org/en/doc/307681557504027690-0090022019/rende/AnexampleofprofessionalizationofpublicprocurementIndonesiacaseApril23at1115.pdf>)

Tunisia – procurement cadre; training program; certification; guides

- Established the Public Procurement Specialist profession in the civil service schedule
- Put in place procurement bodies (procurement units in procuring entities) composed essentially of public procurement professionals (graduate or certified) in charge of planning, procurement assessment, awarding and monitoring of contracts
- The National Observatory of Public Procurement plays a role in professionalization of public procurement, including
 - Assistance to public buyers in skills development
 - Design of a national training program
 - Elaboration of specific training programs for public purchasers
- Creation of a transversal public procurement module in the Tunisian University in subjects concerned with public procurement (faculties of engineering, business, management, law and economics)
- Introduction of mandatory national accreditation/certification in collaboration with the public university
- Elaboration of guides for practitioners on various public procurement topics, as well as a specific guide for SMEs (Source: Rim Zehri, HAICOP, Professionalization of public procurement – the case of Tunisia, <https://appn-racop.org/wp-content/uploads/2021/11/Anglais-Exposé-Stratégie-Nationale-de-formation-en-matière-de-marchés-publicsrequête-BM-pptx-002-004.pdf>)

Bhutan – procurement cadre; competency framework; training program; certification; incentives

- Introduction of procurement cadre in the civil service schedule; at least one designated procurement officer placed in all ministries and districts; MoF is parent organization for the procurement cadre
- Procurement Qualification and competency framework developed
- Procurement Officers selected through civil service exam and after one year PFDM course from RIM
- Procurement module delivered in Post-Graduate Diploma in Financial Management course for pre-service candidates given by Royal Institute of Management (RIM)
- Certificate in Procurement Compliance developed and recognized as CIPS Level 3 equivalent
- Delivery by RIM of Certificate in Procurement Compliance Training
- RIM designated as CIPS Exam Centre, delivering various levels of CIPS certification
- Scholarships for short term and long-term training (Master in Supply Chain Management, Procurement)
- One month induction program for new Procurement Officers given by Government Procurement and Property Management Division (GPPMD) (Source: Jamyang Dema, Professionalization of procurement for better outcome, Sixth South Asia Region Public Procurement Conference (22-24 April 2019) <http://pubdocs.worldbank.org/en/683241557503678813/Procurement-capacity-buildng-and-use-of-continuing-education-mechanisms-and-technology-for-procurement-training-in-Bhutan-April-23-at-1000.pptx>)

Mauritius – various training opportunities; cooperation with university; certification

- In agreement with the University of Technology, new entrants in the procurement and supply cadre are offered opportunity to be trained for Certification Program in Procurement and Supply (CPPP); BSc in Public Procurement and Supply; and the option for a Masters Degree
- CPPP modules cover the legal framework, managing pre-bidding phase, managing bidding process (pre-and post-opening phases), contract management
- According to the new scheme of service, officers of the Procurement and Supply Cadre have to successfully complete a Certificate, Diploma and the BSc (Hons – School of Business, Management and Finance) course to qualify for promotions; the course is also open to the private sector (Source: B. Dabeesing, Professionalization of public procurement and capacity building (Nov. 10, 2021), <https://appn-racop.org/the-professionalization-of-public-procurement-and-capacity-building-mauritius-experience/>)

Kenya – scheme of service for procurement cadre

- The Revised Scheme of Service for Supply Chain Management Personnel established 7 grades of Supply Chain Management Assistants and 10 grades of Supply Chain Management Officers, and provides the corresponding job descriptions
- Scheme of Service includes a process for converting serving officers to upgraded, professional positions
- Lists qualifications recognized for the purpose of the Scheme of Service
- Incremental credit may be granted for approved experience acquired after obtaining the prescribed minimum qualifications for the grade
- The Kenya Institute for Supplies Management (KISM) is a public entity established under the “Supplies Practitioners Management Act no.17 of 2007” to promote “learning, development of best practices, and application of the same to the practice of procurement and supply chain management”.
- KISM licenses and regulates the procurement and supply chain professionals (PSCM). Anyone that practices procurement supply chain management (PSCM) in Kenya must be registered by KISM and pays subscription fees and annual dues. (Source: Revised Scheme of Service for Supply Chain Management Personnel (April 2009) <https://www.health.go.ke/wp-content/uploads/2015/09/REVISED%20SCHEME%20OF%20SERVICE%20FOR%20SUPPLY%20CHAIN%20MANAGEMENT%20PERSONNEL.PDF>)

Hungary – procurement cadre; certification; renewal

- The 2015 Public Procurement Law introduced the category of “certified public procurement consultant”
- Applications for certification are submitted to the Public Procurement Authority
- Conditions for registration include practical experience in public procurement, compulsory procurement training, higher education degree and insurance
- Registration subject to renewal every two years (Source: OECD, Professionalizing the public procurement workforce – A review of current initiatives and challenges (2023), p. 14 <https://www.oecd.org/gov/public-procurement/professionalising-the-public-procurement-workforce-e2eda150-en.htm>)

Slovenia – awards for excellence; training at graduate and post-graduate levels; standard forms and guidance material

- The 2018 Action Plan to improve the public procurement system and professionalization prepared by the Directorate for Public Procurement within the Ministry of Public Administration includes the establishment of awards for excellence to recognize innovation and good practices in public procurement (e.g., green and socially responsible procurement and anti-corruption).
- Other elements include supporting the development of initial training at the graduate and postgraduate levels, and other initial vocational training. The Action Plan includes providing guidelines, standardized forms and tools (e.g., tender documents, criteria for green public procurement), frequently asked questions and answers, collection of good practices, help desk, online platforms and professional networks. (Source: OECD 2023, p. 30)

Chile – certification framework; exam contents; validity period of certificate; renewal

- Since its initial establishment in 2006, the certification framework for the public procurement workforce has evolved.
- The current version 3 launched in 2019 introduced a proficiency-based certification with four proficiency levels (basic, intermediate, advanced, and expert), making a transition from a traditional profile-based certification system. Completing training courses is mandatory since the introduction of version 3. Candidates are required to obtain a grade equal to or greater than 60%, which is calculated by the formula: $(\text{Grade obtained in courses}) * 40\% + (\text{Exam grade}) * 60\%$. In order to take the exam, candidates must have obtained a grade equal to or greater than 60% in the training courses. The certificate is valid for a period of three years since the launch of the certification framework in 2007.
- The exam contains 30 questions including multiple-choice and scenario-based open-ended questions. Both the training and the exam are digitalized. Renewal requires passing an exam.
- ChileCompra will launch version 4 in 2022 by updating the competencies, which will include 17 competencies including three new ones: sustainable public procurement, tender documentation (with emphasis on contract award criteria), and performance orientation. (Source: OECD 2023, p. 39)

New Zealand – mentoring program

- New Zealand Government Procurement officially launched a mentoring program in 2015 after a pilot period in 2014. This program aims at raising individual procurement capability across government and providing a mechanism for procurement practitioners to enhance their work-related skills, procurement knowledge and professional networks.
- Both mentors (public & private sectors) and learners (public sector) must be volunteers. The application form for the learner includes current experience, preference on the background of the mentor (specific agency, etc.), and goals of skill development. The mentor is required to describe his/her current experience, preference on the background of the learner, and strong competency area in which to assist the learner. The mentor attends a mentoring workshop before being assigned a learner. The mentor and the learner sign the mentoring agreement which specifies how often they meet, how they contact each other, and focus topics for the initial meeting. The mentoring relationship lasts 12 months with the possibility of extension. They are contacted at the 3 and 12 month points to gain feedback on how the relationship is going. (Source: OECD 2023, p. 47)

Costa Rica – guidance material for professionalism

- The General Directorate of Asset Management and Public Procurement (Dirección General de Administración de Bienes y Contratación Administrativa, DGABCA) of the Ministry of Finance (Ministerio de Hacienda) developed user-friendly guidelines and manuals to promote the strategic use of procurement and align with the National Policy of Sustainable Public Procurement.
- In 2015, DGABCA issued the Technical Guidelines for the Application of Sustainable Criteria in Public Procurement and Guidelines for its Implementation with the support of the European Commission and the United Nations Environment Programme (UNEP). These technical guidelines cover dimensions of strategic procurement such as green public procurement, SMEs development, innovation and social responsibility. DGABCA also developed the following manuals: Practical Guide for Sustainable Procurement in the Public Sector, Guide on Social Criteria in Public Procurement Processes in Costa Rica, and, in 2022, the Sustainable Public Procurement Guide (including standardized environmental, social and economic clauses, as well as the recommendations on the promotion of SMEs, the participation of women in business and gender equality in public procurement). (Source: OECD 2023, p. 49)

Croatia – guidance material for professionalism; promoting innovation procurement

- Under the EC-financed technical support project, the OECD will develop a practical and user-friendly manual to help Croatian contracting authorities plan and implement procedures related to innovation procurement such as competitive procedure with negotiations, competitive dialogue, and innovation partnerships, and will include checklist(s) on how to plan and implement innovation procurement.
- Other activities to increase the uptake of innovation procurement include: capacity-building workshops and development of training modules, ProcurCompEU self-assessment survey for trainers and some selected contracting authorities, analysis of current state of play of innovation procurement in Croatia, and proposal on establishing a monitoring and evaluation system for innovation procurement (Source: OECD 2023, p. 50)

Lithuania – Help desk

- The Public Procurement Office of Lithuania (PPO) set up a help desk for contracting authorities and economic operators. Currently, the help desk receives questions only through email to ensure consistency and accuracy on the quality of answers (2 000 requests/month on average). 33% of the requests are answered within 1 hour, 17% in 1-8 hours, 11% (8-24 hours), and the rest 39% in more than 24 hours. (Source: OECD 2023, p. 51)

Canada – training and development programs; salaries and benefits

- Whether the candidate is a post-secondary student or graduate, a private sector professional, a public servant in another profession, or a procurement officer in another level of government, the federal government has many programs to help him or her jumpstart or advance their career in public procurement. For example, a post-secondary student or graduate can start their career in procurement by applying to one of the following work programs: Public Services and Procurement Canada's (PSPC's) Intern Officer Development Program, a three-year program offered through PSPC in collaboration with Global Affairs Canada and the Canada Border Services Agency; Materiel Acquisition and Support Officer Development Program: a two-year program offered through National Defence
- Public procurement professionals are classified into Purchasing and Supply (PG) group under federal government civil service. The entry level annual salary for a PG is up to CAD 65 000. Salary of over CAD 75 000 will be guaranteed once the training program is successfully completed. Management positions earn up to CAD 110 000. In addition, procurement officials are entitled to many benefits including pension plan, health care and dental benefits, paid vacation and other paid leave, possible flexible work arrangements such as teleworking and compressed workweeks. (Source: OECD 2023, pp. 56-57; Treasury Board of Canada Secretariat (2022), *Careers in public procurement*, <https://www.canada.ca/en/treasury-board-secretariat/corporate/job-opportunities/careers-public-procurement.html#q2>)

New Zealand – peer-to-peer knowledge sharing; procurement excellence awards

- The New Zealand Procurement Excellence Forum (formed in 2014) aims to lift the capability of procurement practitioners in New Zealand. The Forum brings together like-minded and committed procurement professionals, from across the public and private sectors, willing to share their knowledge with each other for the purpose of further enhancing the recognition of the procurement profession in New Zealand. Currently, the Forum focuses on two pillars: Championing Procurement Excellence to deliver successful outcomes for New Zealand, and Fostering People and Capability.
- The Forum's annual Procurement Excellence Awards strive to raise the profile and awareness of procurement, or what great procurement looks like and how it can contribute to better outcomes for New Zealand, across both private and public sectors. There are five competitive categories that have been established to recognize New Zealand's finest: Young Procurement Professional of the Year (30 years old or under); Procurement Professional of the Year; Most Effective Teaming of the Year; Social or Environmental Impact of the Year; Most Innovative Project of the Year
- (Source: OECD 2023, pp. 59-60; Ernst & Young - New Zealand (n.d.), *New Zealand Procurement Excellence Awards*, <https://www.ey.com/nz/en/services/advisory/ey-new-zealand-excellence-in-procurement-awards>)

Portugal – Community of practice on circular procurement; networking

- In the Centro Region of Portugal, the CCDR-C (deconcentrated branch of central government), responsible for environment, land use, urban planning and regional development, launched the Centro Green Deal for Circular Public Procurement in 2019. The Centro Green Deal gathers five inter-municipal communities, three municipalities, two polytechnic schools, one university and one hospital (Signatories) from the Region who have ambition to build a local circular economy, including through adopting sustainable and circular public procurement practices. Each party committed to (i) launch at least two public procurement tenders, in line with the principles of circular economy, by the end of the Centro Green Deal project and (ii) share all the knowledge acquired during this process, contributing to ensure a collaborative learning network.
- As the concept of circularity was new in the Region, CCDR-C created a network of entities in the Region (Centro Green Deal Network) and built a community of practice, providing information and capacity-building opportunities for contracting authorities in the Region. The network was a safe space for the participating authorities to share experience and learn from each other how to implement circular procurement. (Source: OECD 2023, p. 63)

Poland – cooperation with universities

- The Public Procurement Office (PPO) of Poland signed an agreement with twelve Polish universities on the establishment and administration of postgraduate studies in the field of public procurement. These programs teach public procurement curricula approved by the PPO. (Source: OECD 2023, p. 70)

Norway – thesis contests

- With the aim of developing future procurement talent, the Procurement Academy of Norway organizes public procurement thesis contests. Master students in the competition write master's theses on procurement topics such as: use of weighting models; effects of restrictions on competition; Norwegian and international competition law; procurement of innovation (Source: OECD 2023, p. 71)

• Austria – certification; establishment of procurement academy; competence center

- When joining the Federal Procurement Agency (central purchasing body) all employees are enrolled in a 2.5 years training program, which provides a ‘certificate of certified public procurement professional’ at the end of curriculum. The certificate is recognized by all Contracting Authorities.
- The central purchasing body set up the Public Procurement Academy to train its own buyers. The Academy offers customized training programs for staff on specific skills needed for public procurement, including: an on-boarding program; trainings on essential information on frameworks and procedures; leadership program for top management; trainings on the public procurement law. Particular attention is paid to soft skills, such as communication and negotiation. Training is provided by in-house and external experts.
- The central purchasing body, operating under the wing of the Federal Ministry for Finance, has set up a procurement competence center with a team dedicated to providing legal advice to contracting authorities/entities. (Source: OECD 2023, p. 68)

• Scotland – competency framework; guidance material; building future procurement talent

- The National Procurement Development Framework identifies the skills and competency levels required by all staff involved in the procurement process.
- The “Procurement Journey” is the main source of procurement best practice guidance for the Scottish public sector. The various journeys are customized depending on the needs of the public purchaser.
- Procurement People of Tomorrow program (PPoT) is a Scottish Government and Academia-led initiative to build and sustain public procurement talent pool, supported by the Chartered Institute of Purchasing and Supply and public and private sectors. It focuses on engaging with young people to build their skills and promote procurement as a career choice of young people. Features of the program include:
 - Procurement Modern Apprenticeship, which lets people aged over 16 earn a wage and gain an industry-recognized qualification.
 - Procurement People of Tomorrow charter, which organizations can sign to signal their commitment towards new entrants in procurement.
 - Guidance documents on public procurement careers for young people
 - (Source: OECD 2023, p. 57; <https://scottishprocurementdevelopmentframework.azurewebsites.net>)

THANK YOU

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