# PUBLIC PROCUREMENT SKILLS REQUIREMENT FRAMEWORK FOR LOCAL GOVERNMENT SYSTEMS IN UGANDA: PERCEPTIONS FROM PROFESSIONALS

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### **ABSTRACT**

This paper examines the skills required by public procurement professionals in a local government context in Uganda. The changing local government context has significant implications on the ideal skills required by procurement professionals. The objectives of the study were to assess the strategic, tactical, and operational skills required by procurement professionals in Uganda's Local Governments. At the time of the survey, Uganda had 92 local governments and a sample of 80 procurement officers was selected for the study. Of the sampled professionals, 59 of them filled a 50item survey instrument (a response rate of 73.4%). Using factor analysis to confirm construct and content validity, this paper identifies a set of key skills that local government procurement staff in Uganda need to have if they are to efficiently and effectively manage the procurement function. The paper presents a skills requirements framework (SRF) for procurement practitioners in local government systems of Uganda. The results are original and contribute to the increasing body of public procurement in developing countries.

# INTRODUCTION

Dedicated, energetic, and ethical employees are always hard to find, and hiring individuals with special skills is even harder (Lan, Riley& Cayer, 2005). The requirements to educate professionals and equip them with new and higher-level skills have consequently become urgent (Sauber et al, 2008). A skill is the ability either to perform some specific behavioral task or the ability to perform some specific cognitive process that is related to some particular task (Peterson& Van Fleet, 2004). Skills required by purchasing professional have changed due to the role shift of the purchasing function itself. From that of a buyer to that of a professional managing strategic long-term, complex agreement between internal stakeholders and suppliers (Faes et al, 2001); professionals require a complex set of managerial and technical professional skills. These role shifts affect professionals in both developed and developing countries. It affects procurement professionals in central and local government systems as well as those in the public and private sector environments.

For purchasing to be at a strategic level, professionals need to posses a set of skills and competencies (Carr & Smeltzer, 2000). Governments use public procurement to undertake public works, build roads, provide health care, and provide education and public order (Errigde & Mcllroy, 2002). The practitioners who manage this function usually face many challenges (Thai, 2005). The challenges differ among local and central government practitioners but there are a number of similar challenges. For example, professionals in purchasing and supply management have faced a challenging ethical environment (Cooper, Farank & Kemp, 2000); and this will appear in any sector. Of course, it may be high in government procurement environments because of the high risks in the procurement process. In either case, the dynamics, complexity and diversity, characteristic of global environments have led to increasing demands on management and leadership competencies (Jokinen, 2005) demanded of procurement professionals.

Although much has been written about the skills required of a purchasing/ supply management professional, very little academic research has been undertaken on this topic (Dawn, 2000). Professions of all types are affected by globalization of markets and the information technology revolution (Amos & Chance. 2001). The interest in supply chain management has left much of the knowledge on the subject residing in narrow functional silos of purchasing, logistics, IT, and marketing. This has partly contributed to lack of consensus on the conceptual and research methodologies of supply chain management (Burgess, et al, 2006); including public procurement. The general interest has been in supply chain management, but not much attention has been paid to the purchasing professionals who are responsible for managing and implementing the new strategies (Humphreys, 2001).

Public procurement professionals have to strive to achieve three competing demands (Errigde & Mcllroy, 2002) of meeting commercial interests with key themes of value for money, economy, efficiency and effectiveness; the regulatory interests with key themes of competition, transparency, equality and compliance and the social interests whose key themes include public interest, employment concerns, social exclusion, economic development and environment policy. In an effort to attain these demands, organizations constantly look for employees who have skills necessary to deal with the wide variety of tasks faced by purchasing professionals (Monczka et al, 1998). Procurement professionals in a local government context will undoubtedly be expected to have a multiplicity of skills to manage the critical acquisition processes.

Purchasing (procurement) professionals are no longer responsible for non-value adding activities and paperwork processing.

They should be responsible for activities, which contribute effectively to the performance metrics of an organization. The modern purchasing managers must emphasize cross-functional interaction with groups outside purchasing. The need to be flexible, adaptive and boundary spanning are therefore important traits for both organizations and individuals (Monczka et al.; 2004, 1998). There has been a realization of the important contribution that purchasing and supply management can have on firm performance (Boyd, 1994, Cousins, Lawson, and Squire, 2006, Humphreys, 2001, Macbeth, 1994). This realization directly influences the skills procurement professionals require (Humphreys, 2001).

According to Guinipero, Handfield & Eltantawy, (2006) purchasing professionals need transactional and strategic skills. Transactional skills are required to manage transactional activities like executing transactions with suppliers, using e-systems to obtain standard or indirect items through catalogues, generating and forwarding material releases and managing accounts payable. Strategic skills are required to manage strategic activities like strategic relationships, developing company-wide electronic systems, developing and managing alliances and partnerships as well as managing critical commodities. According to the authors, the top five skills required to support the strategic role of supply managers included-

- (1) Team building skills(leadership, decision-making, influencing and compromising)
- (2) Strategic planning skills(project scoping, goal setting and execution)
- (3) Communication skills(presentation, public speaking, listening and writing)
- (4) Technical skills(web-enabled research and sourcing analysis) and;
- (5) Broader financial skills (cost accounting and making the business case).

In similar attempts, Kolchin & Guinipero (1993) proposed three skill areas of business, interpersonal and technical skills important to the procurement function. Business skills include skills of marketing analysis, negotiating with partners, managing internal and external relationships. They also include global sourcing development, change management, and organizational skills. Interpersonal skills include risk taking, written and oral communication, conflict resolution, influence and persuasion, group dynamics, leadership, problem solving, interpersonal and cultural awareness. Technical skills include cost analysis, product knowledge,

computer literacy, total quality management and government legislation. In similar attempt, Murphy (1995) identified four skills important for purchasers, which included-negotiation, management, computer literacy and mathematics. In an interview research, Carr & Smeltzer (2000) identify 35 purchasing skills, which were divided into three categories of technical, behavior and skill techniques.

Public Procurement is now a global discipline. Those managing the function at both local and central government levels are required to be global leaders or 'World-Class' professionals. Global leaders have desired mental characteristics which Jokinen (2005) suggests to include optimism, self-regulation, social judgment skills, empathy, motivation to work in an international environment, cognitive skills, as well as acceptance of complexity and its contradictions. The behavioral skills for global leaders include social skills, networking skills, and knowledge. Purchasing management has a number of resources available to meet its objectives and must work continuously towards improved utilization of these resources. Globalization has been associated with a major revolution in information and communication technology. There is need for greater reliance on the use of information and on web-based information technology to support purchasing and supply management decisionmaking (Guinipero, Handfield & Eltantawy, 2006). Information and communication technology will continue to play a key role in contemporary organizations (Eriksson-Zetterquist, et al; 2009).

Writing from a financial perspective, Storer and Rajang (2002) observed that the structural changes that had affected organizations increased the importance of technical skills, risk management skills, IT skills, business awareness and behavioral skills. Professions are an open, ecological system in which individual professions exit in interdependence. In day-to-day practice, professionals mobilize a variety of resources both tangible and abstract (Lamont & Molnars, 2002). Competencies reflect certain traits, behaviors, skills, values and knowledge (Jokinen, 2005). Public procurement professionals in modern times should have global competencies. In this study, the contextualized skills required by local government procurement professionals were examined taking Uganda as a case of reference. The perceptions of procurement professionals themselves on the skills required for effective performance of the procurement process in a local governmentchanging environment was the interest of the study.

### **METHODOLOGY**

## The sample

A sampling frame of 92 local government procurement professionals who attended the national procurement forum organized by the Public Procurement and Disposal of Public Assets (PPDA) in June 2009 was used to select a sample size for this study. The list involved procurement officers who managed the strategic, tactical and operation procurement activities in the local governments. Uganda at the time of the study had 80 district local governments and 12 municipal councils. It is a legal requirement that each of the 92 local government units should have a Procurement and Disposal Unit (PDU) run by procurement professionals. The units are of different sizes and therefore the number of procurement staff will differ from one local government to another. However, for the purpose of the procurement workshop, the public procurement regulatory authority had identified one professional to represent each of these units.

Prior to the study, the researcher obtained a sampling frame of all workshop participants from the PPDA offices. The procurement professionals were stratified into those managing the strategic, tactical and operational procurement tasks. This classification strategy was arrived at basing on the job tittles from principal procurement officers to procurement assistants. Using stratified sampling, a sample of 80 professionals representing each of the four regions of the country was selected. The selection took into account the gender distribution of procurement staff in local governments. The procurement laws of Uganda require accounting officers to inform PPDA in a period of 21 days the personnel that occupy the PDU on appointment and it was therefore easy to get the background details of all the procurement professionals on the sampling frame using the records available at the central procurement authority.

# The survey instrument

In a study, the methodology adopted depends on the nature of research questions to be answered and the nature of the population and sample size to be covered. In this study, the procedures involved an extensive review of literature to identify important dimensions measuring procurement or purchasing skills. The review involved an analysis of the transactional and strategic skills framework by Handfield & Eltantawy, (2006), and the skills framework by Kolchin & Guinipero (1993). It also examined the skills for purchasers proposed by Murphy (1995), the global competencies recommended by Jokinen (2005) and those competencies suggested by Storer and Rajang (2002). This review resulted into formulation of a list of 50 skills into a survey instrument which were perceived to be critical for

procurement professionals in Uganda. The survey instrument used a five-Likert scale to measure the perceptions of respondents on each of the identified procurement skills. Previously, there was an in-depth interview with three local government procurement professionals about the skills required to manage procurement. This interview validated the list of skills, which had been included in the questionnaire as all the three professionals confirmed the need for all skills. There were minor amendments in form of wording to the survey instrument because of the interview.

# Validity and reliability

Validity was determined using factor analysis while reliability was determined through examining the cronbach alpha coefficient using the SPSS programme. Factor analysis is a data reduction technique used to identify a relatively small number of factors (constructs) from a set of many interrelated variables (Amin, 2005). It seeks to resolve a large set of measured variables in terms of relatively few categories, known as factors (Kothari, 2004) and therefore helps to reduce the number of variables to a meaningful, interpretable and manageable set of factors (Sekaran, 2003).

The study used exploratory factor analysis, which resulted into a number of principal components with each being associated to a set of procurement skills. Using commonalities and the factor loadings for each of the items that loaded on the principal components, a skills requirement framework was developed. Through SPSS programme, all the 50 items, which measured the procurement skills, were earlier subjected to a reliability analysis and it was found to be with co-efficient of 0.92, which suggested a high degree of reliability for the instruments. The in-depth interviews conducted with three local government professionals provided an additional step for ensuring validity and reliability of the survey outcomes.

## **RESULTS**

## SAMPLE CHARACTERISTICS

The results were from practicing procurement professionals in Uganda's local government systems. Out of the 59 professionals who responded to the survey instrument, 3(5.1%) were principal procurement officers (the highest professional status in a local government in Uganda), 27(45.8%) were senior procurement officers (the second highest professional status) while 29(49.2%) were procurement officers (the third in hierarchy). There are not more than 10 local government units, which are headed by principle procurement officers. The majority are headed by procurement

officers due to lack of experienced procurement professionals willing to work in local governments most of which are in remote locations. When asked to indicate which level of procurement activity they were in charge of, 31(52.2%) indicated they managed strategic procurement activities, 12(20.3%) handled tactical level procurement activities while 16(27.1%) were in charge of operational procurement activities.

In the study, 46(78.0%) of the respondents were male while 13(22.0%) were females and their educational qualifications varied. The study had 57.6% respondents with Bachelor's degrees, 22% had professional qualifications like Chartered Institute of Purchasing and Supply (CIPS) and 20.3% possessed both Bachelor's degree and a procurement professional qualification. Thus, most of the procurement personnel in Uganda's local governments were considered to have adequate educational qualifications essential for effective managing the procurement function. These included 37.3% in the age category of 20-30 years, 54.2% who were between 31 and 40 years of age while 8.5% were above 40 years of age. In Uganda, the relatively young professionals manage the procurement function. Due to its recency procurement has attracted most young people.

The study respondents had varying years of experience with 64.4% having between 1 and 3 years of working experience in the procurement function compared to 20.3% who had over 4 years of experience and 15.3% had less than 1 year of procurement work experience. It is conclusive therefore that while the procurement professionals have adequate qualifications, the majority have limited procurement work experience. In Uganda, at both central and local government levels, there is an increasing interest in the way procurement is managed (Basheka, 2009) which calls for a team of experienced procurement staff to meet the stakeholder expectations. The public is sensitive to a good public procurement system because they expect it to result into more goods and services that benefit the end users (Arrowsmith & Trybus, 2003).

## **Procurement skills Requirements**

Procurement professionals need a set of flexible skills due to changing local government contexts. No single skill can be adequate to manage the procurement portfolio of great complexity in local government systems. Procurement tasks demand professionals with high-level strategic, tactical as well as operational skills. These skills should potentially take a broader supply chain multi-disciplinary and integrative approach. The study examined 50 skills, which were considered a requirement by local government procurement personnel in the new work environment. Using factor analysis, 20 of

the most important skills required by local government procurement professionals emerged. The factor analysis results into a list of 20 skills, with for a total variance of 66 %( KMO = 0.731, Sig. 0.000). Table 1 and 2 present the descriptive and factor analysis results of the 20 procurement skills respectively.

Table 1- Descriptive results for the skills requirement

Items		M	SD
1.	Ability to develop supplier relationships	4.08	1.07
2.	Global skills to follow procurements	3.97	1.14
3.	Ability to negotiate contracts	3.95	1.18
4.	Ability to analyze second-tier suppliers	3.90	1.03
5.	Ability to effectively manage their own time	4.40	.90
6.	Time management in meeting demands	4.32	.82
7.	An understanding of organizational business	4.46	.73
8.	Continuous professional development	4.61	.81
9.	Ability to abide by ethical code of conduct	4.56	.84
10.	Procurement planning skills	4.86	.57
11.	Ability to make timely decisions	4.47	.90
12.	Ability to use the internet	4.14	1.07
13.	Skills of verbal communication	4.03	1.10
14.	Entrepreneurial spirit	3.92	1.09
15.	Possession of an inquisitive mind	4.37	.85
16.	Ability to solve noble problems	3.90	1.21
17.	Total life cycle approach thinking	4.73	.55
18.	Customer focus skills	4.26	.89
19.	Interpersonal skills	4.39	.74
20.	Possession of business skills	4.17	1.00

Basing on the mean scores, all the procurement skills were highly rated by the respondents who believed that for procurement

efficiency to be realized, the professionals needed a multiple set of skills. Results in the above table indicate that possession of skills for

Item	1	2	3	4
Ability to develop supplier relationships	.83			
Global skills to follow procurements	.78			
Ability to negotiate contracts	.72			
Ability to analyze secondtier suppliers	.67			
Ability to effectively manage their own time	.67			
Time management in meeting demands	.66			
An understanding of organizational business	.64			
Continuous professional development		.89		
Ability to abide by ethical code of conduct		.86		
Procurement planning skills		.75		
Ability to make timely decisions		.73		
Ability to use the internet		.65		
Skills of verbal communication			.83	
Entrepreneurial spirit			.81	
Possession of an inquisitive mind			.74	
Ability to solve noble problems			.65	
Total life cycle approach thinking				.74
Customer focus skills				.74
Interpersonal skills				.63
Possession of business				.60

skills				
% age variance	33%	15%	10%	8%

procurement planning, skills related to total-life cycle thinking by professionals and the need for continuous professional development by local government professionals were the most highly rated procurement skills by respondents. It was found that of the 59 professionals who participated in the study 54(91.5%) strongly agreed and 4(6.8%) somehow agreed that the skills for procurement planning were very critical for local government procurement professionals in Uganda.

This finding confirms , this same author's previous study which confirmed a very strong significant relationship between procurement planning and accountability of local government systems in Uganda (Basheka, 2008). Respondents who had long experience and a relatively short experience in local government, with different gender categories supported the critical need for procurement planning skills. For example, of the 46 male respondents, 42(91.3%) strongly agreed that procurement planning skills were critical for professionals while of the 13 female respondents, 12(92.3%) supported the same view. Of the 31 professionals at a strategic level 28(90.3%) supported the need for procurement planning skills. Among 12 professionals at a tactical level, 11(91.7%) highly rated the need procurement planning skills in the local government. Out of the 16 professionals at the operational level 15(93.8%) supported the above argument

## Table2- Factor analysis results on the critical skills Requirement

As public procurement professionals strive to achieve their competing demands (Errigde & Mcllroy, 2002), the need for comprehensive skills is critical. Table 2 indicates that the procurement skills loaded on four principal components after factor analysis . The first principal component with a total variance of 33% was associated with seven procurement skills where it was found that ability to develop supplier relationships was the most important skill required by procurement professionals. The least procurement skills were a need for professionals to have an understanding of the business of the local governments. Global skills by procurement professionals and ability to negotiate contracts were found to be among other critical skills. Basing on the nature of the items that loaded on this component, they were given a name of 'strategicanalytical' skills.

Strategic-analytical skills are high-level skills, which every local government professional needed to posses. Such skills were required to minimize the high risks, associated with strategic procurement activities. Strategic decisions of procurement are of a long-term nature and require a heavy investment of resources, are highly risky and require top management support and approval. Such decisions usually affect a large number of stakeholders and require strong capabilities in assessing their long-term implications. For example, suppliers can have long -term implications on the performance of any local government hence the necessity to have skills of long- term supplier management.

The second component with a total variance of 15% had five procurement skills, which were related to 'technical tactical' skills. Technical skills are required to perform technical functions in the process of procurement. These are specialized technical skills which every 'world-class' local government professional needed to possess. The most important of these skills was an ability to undertake continuous professional development followed by the need to understand and abide by an ethical code of conduct. Professionals should continue to update their skills through professional development programmes offered by professional associations. Equally important is the need for them to abide by minimum ethical standards expected by the law and professional standards of practice and public service standards in Uganda.

The third principal component, which accounted for a total variance of 10%, had four procurement skills. These were labeled 'management skills'. Possession of strategic-analytical, technicaltactical skills is not enough. Procurement is a management function and professionals need management skills. Those managing procurement provide leadership to their units and require a set of managerial competencies to steer the procurement function. As Jokinen (2005) reported, the dynamics, complexity and diversity, characteristic of global environments have led to increasing demands on management and leadership competencies at all levels of organization. This has implications for public procurement professionals as procurement leaders and managers. Finally, the fourth principal component with a total variance of 8% had four procurement skills considered by the study respondents as critical for local government procurement professionals. Based on the nature of the skills, they related to operational activities of procurement and hence they were labeled 'analytical operational skills'.

The comparative ranking of factor loadings for the various components resulted in the formulation of a Procurement Skills Requirement Framework (PSRF) for local government professionals in Uganda with the following components.

 Table 5-Local Government Procurement skills Requirement Framework

Skill Category	Type of procurement skills
Strategic analytical skills	Ability to develop supplier relationships with local government service providers
	Global skills to follow procurement requirements required by local government departments
	Ability to negotiate effective procurement contracts in a local government context
Tactical – Technical procurement skills	Continuous procurement professional development skills in areas of strategic, tactical and operational domains
	Skills necessary for abiding to ethical codes of conduct demanded by local government staff
	Ability to design and implement procurement planning in Local government framework      Ability to design and implement procurement procurement framework
Management skills	Verbal Communication skills with internal and external customers
	Entrepreneurial spirit
	An inquisitive mind
Analytical operational skills	A total life cycle thinking approach
544445	Customer focus skills

Most procurement practitioners in developing countries possess technical procurement skills and lack knowledge of the larger policy and other issues necessary to plan, manage and implement wideranging reform efforts (Hunja, 2003). The framework above identifies the 10 most important procurement skills required by local government procurement professionals in Uganda; which go beyond the procurement technical skills to include the skills of larger policy and broader leadership and management competencies. Some of these skills are of a technical nature, others are related to human skills while others relate to conceptual skills as propounded by Kartz (1955). In the study, respondents were further requested to list what they thought were any other additional skills that they required to perform the procurement function in Uganda's context. The following list was generated-

**Table 3- Other procurement skills** 

Skills	•	Skills of ethically managing procurement
	•	Skills in global sourcing

- Skills of Procurement law and compliance
- Techniques in tendering of non consultancy services
- Relationship building skills
- Marketing skills
- Customer care management skills
- Risk management skills
- Research, development and IT skills
- Skills in management and administration
- Contract management and enforcement skills

Acquiring procurement skills requires a strategy of building the capacity of the procurement professionals by relevant bodies . This strategy will be successful if there is an integrated, sequenced and well-coordinated approach, able to take into consideration and addressing all the relevant factors likely to affect its success (Hameiri, 2009). The study asked procurement professionals to identify some of the major problems, which they faced in the performance of their duties. This question enlisted general challenges as a way of collaborating the skills gap. Through content analysis, the following problems were identified-

# Table 4-Problems faced by procurement professionals

- Poor relationship with the public due to perceived corruption
- Influence peddling from politicians and technical staff
- Unethical providers who like bribing procurement personnel
- Impractical legal framework
- Poor networking of procurement professionals
- Lack of appropriate training and resource for professionals
- Inadequate training of some professionals
- Political interference in their work
- Suppliers in most cases do not understand the procurement procedures
- Fear of job security
- Poor remuneration
- Corruption among evaluation committees
- Too much work load in form of paper work
- Lack of trust by stakeholders and management

Some of these challenges are internal to the local governments and other blend themselves to the external local government environment. Procurement in Uganda accounts for over 70% of public expenditure (Agaba &Shipman, 2007, OECD, 2005, Thai, 2008). Local governments are able to improve the delivery of services if this area of great public expenditure is well managed. The professionals who manage this function should possess the right skills. The problems, which affect their performance, need to be addressed at both organizational and individual levels. This requires a system of measuring the performance of various interventions to gain the stakeholders confidence.

#### DISCUSSION

There are certain goods and services that all citizens of any county value like security, better health services, education, water and sanitation, better road networks, electricity and other 'public goods'. Citizens rely on the machinery of governments to provide such crucial services. Governments through their bureaucratic machinery entrust a number of its functions to public servants whose core skills and knowledge should translate to better services. Public procurement is one such crucial function of public financial management. Professionals need adequate capacity to manage this process efficiently and effectively at all levels of government.

Having procurement capacity involves understanding globally recognized procurement principles, knowledge of national laws, regulations and procedures, and a commitment to ethical responsibilities (Jones, 2007). However, as Hunja (2003) rightly observed, most procurement practitioners in developing countries possess technical procurement skills and lack knowledge of other issues necessary to plan, manage and implement wide-ranging reform efforts. In day-to-day practice, professionals mobilize a variety of resources both tangible, abstract (Lamont & Molnars, 2002), and require a complex set of skills.

As suggested by Thai(2001), public procurement in itself is an extremely complicated function which requires interdisciplinary skills and knowledge (or multiple disciplines), including economics, political science, public administration, accounting, marketing, law, operations research, engineering, and architecture, among others. The purchasing role has shifted from that of a buyer to that of a purchasing professional managing strategic long-term, complex agreement between internal stakeholders and suppliers (Faes et al, 2001). For the function to be elevated to a strategic level requires professionals to posses a set of skills and competencies (Carr & Smeltzer, 2000). This paper has highlighted some of the critical skills required by professionals to manage procurement in the local governments of Uganda.

# CONCLUSIONS AND IMPLICATIONS

This paper has examined the skills required by Uganda's local government procurement professionals in a changing world of work. The results were obtained from practicing professionals at strategic, tactical and operational levels of procurement decision making. The results affirm that no single skill is essential to effectively and efficiently manage the procurement function in a dynamic local government environment. Instead, procurement professional need a multiple set of skills-strategic-analytical skills,

technical skills, management skills as well as the analytical operational skills. The right combination of skills will largely dependant on the level of procurement decision making. Professionals managing strategic procurement activities will require more high-level strategic analytical skills compared to those managing the tactical and operational activities. In the changing environment, strategic analytical skills alone cannot be an answer to addressing the challenges faced by professionals.

In the new world of work, the professionals require management and leadership skills of high order. The skills must enable them to efficiently fulfill their mandates in a dynamic environment. The findings of this study emanate from a Ugandan context but appeal to wider context in terms of management and policy implications. To managers and policy makers; there is a need for a system of equipping the professionals with new skills and knowledge through training and capacity building which should take into account the skills requirement framework presented in this paper.

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