

**Identifying Position Domains in Public Sector Procurement:  
Towards the Establishment of Standardized Job Descriptions for the Profession\***

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*“If you think a professional is expensive, wait 'til you try an amateur.”*

Paul "Red" Adair  
Famous Oil Well Firefighter

## **Abstract**

Like public administration over the last couple of decades, public procurement is trying to define itself in terms of a profession. As many PA scholars can attest, there is always uneasiness about what a profession is, and how occupations become professions. Underlying this argument is the notion that becoming a “profession” has certain outcomes and conceptual procedures that its occupational members will value. The purpose of this study is to analyze the UPPCC Job Analysis dataset to determine if the job of public procurement requires sufficient particularized knowledge to be considered a profession. In addition, an analysis determines the points at which activities and responsibilities can be sufficiently demarcated based on job obligations – enough to warrant classifying public procurement jobs at different levels – where some job classes require particularized expert knowledge while others do not. The results of this study provide an analytical framework for identifying standardized position classifications within the occupation: a necessary prerequisite for movement toward becoming a profession.

## **Identifying Position Domains in Public Sector Procurement: Towards the Establishment of Standardized Job Descriptions for the Profession**

### **Introduction**

Is public procurement a profession, and its practitioner's professionals? Although this may seem like an inconsequential question, the implications could have profound effects on how public procurement is viewed by its members, the institutions in which they practice, and the communities they serve. According to Krause (1996) professionals have realized a privileged status in society, like doctors, dentists, lawyers, and accountants. For these occupations the mere fact that they have been credentialed (MD, DDS, JD, or CPA), in part, signifies that they are professionals who often command higher salaries, better recognition in society, and appreciation that what they do in their job is necessary for the betterment of society. But the explosion of credentials, whether via a degree conferred from an academic institution or certification offered by a recognized organizing body, has blurred the lines between professionalism and occupationalism. Consider that auto mechanics (ASE), air condition technicians (NATE), social workers (LCSW), project managers (PMP), and procurement practitioners (CPPB/CPPO) are all credentialed, yet there still remain questions about whether or not all of these should be considered professionals (see Prier, McCue, and Behara 2010).

So how does a field or occupation come to be viewed as a profession? This very question has been the subject of considerable scholarly and practical debate over the last two centuries and crosses a host of disciplinary boundaries, from sociology, medicine, law, business administration, political science, education, and public administration. Indeed many occupations claim that they belong to a profession, possess most, if not all, of the idealized characteristics of a profession, yet they may not be seen as professionals. This point becomes more apparent when looking specifically at public procurement.

The terms occupation and profession are often used interchangeably and indeed some contend that a profession and an occupation often have only minor differences between them. Others contend that their major distinguishing characteristics flow from discretion and expertise, because there is little doubt that a profession tends to require far more extensive training and specialized knowledge than occupations. For this reason, occupations tend to rely on algorithmic decision-making that can typically be learned through on-the-job training. However, professions and their members are paid for their particular skills and knowledge which are utilized to make decisions that require expert judgment and prudential discretion. Hence, scientists, doctors, engineers, and a number of others fall under the professional category while truck drivers, mail carriers, clerks and technicians do not.

According to most scholars, unlike a person engaged in an occupation, a professional has to acquire additional education, typically found in a university degree. When considering responsibilities for outputs/outcomes, a profession demands that the responsibility for their actions lies with the individual. Moreover, only a professional will be able to assess fellow professionals. In regards to an occupation, no one has autonomous power; he or she is supervised

by another person. Moreover, any person can make assessments, as this type of work does not require high degrees of knowledge and skill. Another difference that can be seen between profession and occupation is that the former is guided through certain ethical codes, and is regulated by a certain statute. In summary:

1. A professional needs extensive training and specialized knowledge – occupational employment does not.
2. A professional is paid for applying their particular skills and abstract theory-driven knowledge in discretionary, nonstandardized ways – individuals engaged in an occupation are typically paid for their unit production.
3. Unlike a person engaged in an occupation, a professional has to undergo higher education.
4. A professional tends to be autonomous, whereas for those in an occupation, few have autonomous power; they are typically closely supervised by others.
5. Unlike those engaged in an occupation, a professional is acculturated to norms of conduct and guided by internalized ethical codes developed by their respective professions.

In the public sphere a profession presumes that in order to solve communal or institutional problems, the right person must be selected in order to increase the likelihood that a successful solution to social problems can be achieved. This means that professions in the public sphere tend to be driven by expertise that is acquired through formal education, grounded both theoretically and practically, all of which serves to provide distinct boundaries to the profession itself. In general, professionals tend to enjoy a high degree of individual autonomy and independence of judgment, where judgment is the hallmark of administrative discretion. In fact the merit system that developed in the U.S. during the early part of last century pays homage to this simple notion, the notion that to solve social problems requires highly trained, highly educated, and highly skilled public administrators.

Generally professionals tend to have formal credentials and recognized codes of practice and ethics that define how they are to behave as a professional. These employment requirements provide barriers to entry into the occupation, therefore limiting the number of professionals who can claim that status. Natural and self-imposed barriers to entry provide a way for the profession to lay claim to a defined area of work which has the effect of establishing a quasi-property right for the professional.

Adding to the confusion over what distinguishes an occupation from a profession is the belief that some of those who belong to an occupation appear to becoming more professionalized. But this is merely semantic muddling in the use of the terms, because the term professionalization implies institutionalized standards of decision making for those in the profession. Indeed, when acting in their discretionary capacity, professionals are expected to act according to the codes prescribed by the profession, and substantiated violation of these codes invites professional sanctions. This is quite different than for those engaged in an occupation whereby regulating occupational activities typically involves the state as opposed to a quasi-public sanctioning body like the American Bar Association or its equivalent.

What becomes apparent when talking about a profession and the variants of a profession is that there is generally no clear demarcation between professions and occupations. In a strict sense, a profession can be defined as "an act of openly declaring or publicly claiming a belief, faith, or opinion"; "a calling requiring specialized knowledge and often long and intensive academic preparation"; and "a principal calling, vocation, or employment" (Webster's New Collegiate Dictionary, 11<sup>th</sup> ed.). Under these conditions a profession seems to encompass the idea that a person who is a professional is someone with more than just special training and expertise. A professional is also a person who seeks to be held accountable to a higher standard and serve a higher calling than just personal self-interest.

In contrast, an occupation can be defined as "an activity in which one engages; the principal business of one's life" (Webster's New Collegiate Dictionary, 11<sup>th</sup> ed.). Under these conditions an occupation can be seen as an activity that one undertakes in order to earn an income, where the ultimate responsibility for the outputs/outcomes of the job are directed towards another individual or organization. The standard by which an occupation holds itself accountable is not defined for the entirety of those engaged in the occupation, but are defined relative to the organizations for which they work.

## What is a Profession in the Public Sphere?

Although there are a host of ways to identify the contours of a profession in the public sphere (see for example, Jack Rabin's introduction to "*Public Administration as a Profession: A Symposium*," 1981) for this study we specifically look at the distinguishing characteristics of a profession, and specifically what makes the job of public procurement so unique to qualify as a profession. One of the earliest attempts to identify the criteria of a profession was offered by Abraham Flexner (1915) who stated 'Professions involve essentially intellectual operations with large individual responsibility; they derive their raw material from science and learning; this material they work up to a practical and definite end; they possess an educationally communicable technique; they tend to self-organization; they are becoming increasingly altruistic in motivation.' These characteristics were restated by Ernest Greenwood (1957) when he contended that all professions seem to possess: (1) systematic theory, (2) authority, (3) community sanction, (4) ethical codes, and (5) a culture.

Christensen (1994), building upon these and other scholars, suggests that the condition's upon which the word profession has been variously defined has led to the following generally accepted requirements:

1. The subject matter must be sufficiently esoteric that the common person does not generally understand it and must rely upon the expertise of another for proper completion of the task.
2. The subject matter must require a period of academic study in order to master the complexities of the topic.
3. There must be a barrier to entry into the field which excludes those who are not competent.
4. There must be a code of ethics which requires the members of the profession to conduct their affairs at a level which exceeds the mere requirements of the law. The core concept of this code of ethics must be a requirement that the professional will not take advantage of the public's inability to understand the professional's work.
5. There should be a professional society to monitor the actions of its members and to enforce the code of ethics.

In terms of public administration, Green, Keller and Wamsley (1993) challenge the sociological conception of what is a profession by noting that sociologists have diverted attention away from the normative perspective so important to public administration. They contend that a different model is necessary in public administration, a model that builds upon political rather than technical justification for professional practice. For public administration, the field should re-conceptualize itself to identify what constitutes a profession in the public sphere, one that includes professional roles, competencies and structure. The hallmark of this model is founded on the premise that public administration should embrace the distinctiveness of its work, one that is predicated upon political awareness and technical proficiency.

Although we may still be debating what constitutes a profession, one thing does become apparent across all the different perspectives; all professions require some given level of expertise and discretionary decision making. It is upon this premise that we look specifically at public procurement.

## Is Public Procurement an Occupation?

A first step in determining if public procurement qualifies as a profession is first to determine if it qualifies as an occupation. According to the U.S. Bureau of Labor, purchasing managers, purchasing agents, and buyers are considered an occupational group. As an occupational group purchasing managers, buyers, and purchasing agents typically perform most of the following tasks:

- Evaluating suppliers based on price, quality, and delivery speed.
- Interviewing vendors and visit suppliers' plants and distribution centers to examine and learn about products, services, and prices.
- Attending meetings, trade shows, and conferences to learn about new industry trends and make contacts with suppliers.
- Analyzing price proposals, financial reports, and other information to determine reasonable prices.
- Negotiating contracts on behalf of their organization.
- Working out policies with suppliers, such as when products will be delivered.
- Meeting with staff and vendors to discuss defective or unacceptable goods or services and determine corrective action.
- Evaluating and monitoring contracts to be sure that vendors and suppliers comply with the terms and conditions of the contract and to determine need for changes.
- Maintaining and reviewing records of items purchased, costs, deliveries, product performance, and inventories.
- Utilizing various procurement systems and software packages to increase efficiency.

Generally, purchasing agents and buyers consider price, quality, availability, reliability, and technical support when choosing suppliers. To be effective, purchasing agents and buyers must have a working technical knowledge of the goods or services to be purchased. Evaluating suppliers is one of the most critical functions of a purchasing manager, buyer, or purchasing agent.

Moreover, purchasing managers, buyers, and purchasing agents use many resources to find out all they can about potential suppliers. They attend meetings, trade shows, and conferences to learn about new industry trends and make contacts with suppliers. They often interview prospective suppliers and visit their plants and distribution centers to assess their capabilities. For example, they may discuss the design of products with design engineers, quality concerns with production supervisors, or shipping issues with managers in the receiving department. They must make certain that the supplier can deliver the desired goods or services on time, in the correct quantities, and without sacrificing quality. Once they have gathered information on suppliers, they sign contracts with suppliers who meet the organization's needs, and they place orders. Buyers who purchase items to resell to customers largely determine which products their organization will sell. They need to be able to predict what will appeal to their customers. If they are wrong, they could jeopardize the profits and reputation of their organization.

Given that the U.S. Bureau of Labor classifies purchasing as an occupational group, the question then must shift to distinguishing between purchasing practitioners in the private sector and purchasing practitioners in the public sector.



## Is Public Purchasing Significantly different than Private Purchasing?

Public procurement has been defined as the “designated legal authority to advise, plan, obtain, deliver, and evaluate a government’s expenditures on goods and services that are used to fulfill stated objectives, obligations, and activities in pursuant of desired policy outcomes” (Prier and McCue, 2012). Accordingly, public procurement practitioners serve a central role in determining how governments across the world allocate resources that produce the goods and services demanded by citizens, and to do so in an economic and just manner. Similar to Green, Keller and Wamsley (1993) in terms of public procurement, what its practitioners do, and why, requires an understanding of its basis in fact and in law.

Doubtless there are at least three important dimensions that need to be recognized by those engaged in public procurement, as opposed to those engaged in private sector supply management, and they include 1) the legal basis for practitioners’ activities in discharging their responsibilities; 2) the organizational and structural boundaries of operative activities; and 3) the functional activities and intended outcomes of the practices used in the pursuit of governmental obligations. While the legal authority provides the basis for action of government, it also can prescribe specific procedures in how to do things or how to set up the institutions involved in procurement. The organizational dimension connects and structures the authoritative basis for pursuing any procurement action by aligning the functional activities and the choices practitioners make in a specific context. The functional procurement activities consist of the practices used in the pursuit of governmental obligations all of which operates within a particular institutional environment.

The total mix of procurement decisions creates the governmental outputs that are thought to produce desired effects or consequences of government policy. This often includes procurement programs such as living wage policies, minority business programs, and sustainable procurement strategies. Within these boundaries, what public procurement practitioners do in terms of their jobs becomes relevant to determining if in fact they can claim to be a separate occupation. As noted by Gordon, Zemansky and Sekwat (2000), it is ultimately the complexity of government procurement that challenges even the most talented and knowledgeable individuals

Using Christensen’s (1994) model, as well as accounting for Green, Keller and Wamsley (1993) framing of the political and societal dimensions of professions in the public space, we will examine public purchasing to determine if *the subject matter is sufficiently esoteric that the common person does not generally understand it and must rely upon the expertise of another for proper completion of the task.*

To determine what constitutes the general knowledge necessary to successfully discharge the duties in public purchasing, we must further identify what are the tasks associated with procurement that would lead one to believe that it is unique. To accomplish the overall goal of determining if public procurement requires a specialized knowledge base to warrant consideration as a profession, we analyze the 2012 Prometric Job Analysis dataset, conducted on behalf of the Universal Public Procurement Certification Council. Using this extensive dataset, we classify knowledge, skills and abilities within the occupation to determine appropriate conditional gradations among those occupying different public procurement jobs – and this leads

to identification of a workable distinction between those individuals who are engaged in a public procurement occupation and those who are members of the public procurement profession.

## Job Analysis Methodology

If an organization, occupation, professional society, or accreditation/certification agency wants to determine in detail the particular job duties and requirements and the relative importance of these duties for a given job it would conduct a job analysis. A job analysis is a process where judgments are made about data collected on a job. An important concept of job analysis is that the analysis is conducted about the job, not the person. While job analysis data may be collected from incumbents through interviews or questionnaires, the product of the analysis is a description or specifications of the job, not a description of the person.

In conducting a job analysis typically a wealth of information about the job is collected. Fundamentally job analysis information can be segregated into three categories: job content, job context, and worker requirements. Job content refers to workers' job activities or what workers actually do on the job. Job context refers to the conditions under which the work is performed and the demands such jobs impose on the worker. Worker requirements refer to the worker qualifications needed to perform the job successfully. The specific information falling within each category is described below.

**Content:** When gathering information about tasks, a job analysis attempts to determine what the worker does, the purpose of the action, and the tools, equipment, or machinery used in the process. The analysis may also gather additional information about tasks, such as their relative importance, the expected performance levels, and the type of training needed by a new worker to perform tasks satisfactorily. Job content can be described in a number of ways, depending on how specific one wants (or needs) to be.

**Context:** Job context refers to the conditions under which work is performed and the demands such work imposes on employees. Specific types of job context information typically identified during a job analysis include reporting relationships, supervision received, judgment, authority, personal contacts, working conditions, and the physical and mental demands on the worker.

**Requirements:** Worker requirements refer to the knowledge, skill, ability, personal characteristics, and credentials needed for effective job performance. These terms are defined as:

- *Knowledge:* The body of information one needs to perform the job.
- *Skill:* The capability to perform a learned task, such as forklift operating skills and word-processing skills.
- *Ability:* The capability needed to perform a non-motor task, such as communication abilities, mathematical abilities, and reasoning or problem-solving abilities.
- *Personal characteristics:* An individual's traits (e.g., tact, assertiveness, concern for others, objectivity, work ethic) or their willingness/ability to adapt to the circumstances in the environment (e.g., ability to withstand boredom, willingness to work overtime, willingness to treat others cordially).

- *Credentials*: Proof or documentation that an individual possesses certain competencies, such as diplomas, certifications, or license.

The sheer amount of information that can be uncovered during a job analysis may be overwhelming, but it is usually unnecessary to gather all possible data. The purpose or intended use of the job analysis dictates the particular information to be gathered. Therefore, determining what the job analysis will be used for will determine the type of information to seek. For example, if a job analysis were to be used to develop a technical training program for new employees, the analysis should focus on information about subtasks (a step-by-step description of how the job is carried out) and the specific knowledge, skills, and abilities (KSAs) one would need to do well on that job. If the purpose were to develop a written employment test to assess applicants' knowledge of the job, the analysis should target information about the specific tasks of the job and the knowledge required to perform each task (i.e., the facts, theories, principles, etc., one must know to be able to perform tasks satisfactorily). If the purpose of the job analysis is to develop test specifications for a certification exam, the analysis would attempt to obtain descriptive information about the tasks performed on a job and the knowledge needed to adequately perform those tasks

## Types of Job Analysis

As previously noted, a job analysis is a process used to identify the important tasks of a job and the essential competencies an individual should possess to satisfactorily perform the job. There is a wide variety of systematic procedures for examining, documenting, and drawing inferences about work activities, worker attributes, and work context that are essential in performing a job analysis (Sackett & Laczo, 2003, p. 21). As a result, and depending on the purpose of the job analysis, there are multiple methods for learning about the *tasks* involved in doing a job and/or the *knowledge, skills, abilities and other characteristics* (KSACOs) that a worker needs to have to do the job (or, to do it well), and the context in which a job is performed. For this study we will only highlight the most relevant methods for conducting a job analysis. These include:

- **The Task Inventory**: A list of tasks is presented to subject matter experts (SMEs), who check off which tasks are done on the job and/or rate the tasks on different dimensions. Tasks are rated on scales (such as 1 not important to 5 very important). The typical dimensions include:
  - How important is each task to your job?
  - How much time do you spend on each job?
  - How frequently do you perform each task?
  - How difficult is it to perform each task?

The tasks in a task inventory are typically generated by a specific group of knowledgeable experts in the area by means of previous work experience, reviewing background materials (job descriptions, training materials, etc.), and interviews with SMEs. Frequently, the tasks will be grouped by the duties to which they correspond.

- **Functional Job Analysis (FJA)**: In Functional Job Analysis, the emphasis is on what the worker does – not on why he/she does it (in other words, not on the *goals* of the task). Its purpose is to determine the qualifications that employees must possess in order to fill a

vacant position. The goal in FJA is to create *task statements* describing a job. Task statements are combined to make a job description.

- **The Critical Incident Technique:** The goal of a critical incident technique is to collect “specific, behaviorally-focused descriptions of work or other activities” (Bownas & Benardin, 1988, p. 1120). The goal is to gather examples of things workers do (incidents) that reflect good, adequate, or poor performance. Critical incidents should provide enough detail so that anyone familiar with the job can imagine the same incident, and can agree on the effectiveness (good, adequate, poor) of the incident. Critical incidents should include a brief description of the context in which the behavior occurred, so that it is clear what was happening and/or whether the behavior was effective or not.
- **The Position Analysis Questionnaire:** A generic, worker-oriented, structured job analysis questionnaire that could be used in the analysis of most jobs in the labor force (McCormick & Jeanneret, 1988). Elements are either attributes of workers (e.g., color perception) or aspects of the job that either affect the worker or require the worker to do something (e.g., the job makes use of written information; the jobholder experiences vibrations). These *are not* tasks of the job, but something that is required of the worker.

In addition to the four job analysis methods highlighted above, there are two new trends in job analysis.

- **Competency Modeling:** A technique popularized in business, designed to identify the “core competencies” that are necessary for a person to be a successful part of an organization. This is similar to job analysis, but it is usually more focused on a close connection between the individual competency requirements and the broader goals of the organization, more focused on the things that jobs or occupations within an organization have in common, as opposed to identifying the differences between jobs, and more likely to identify broad-level descriptors (job bands). On the down-side the breadth of the descriptors sometimes means that competency models for any job sound alike. Especially because there is no clear-cut definition of what is meant by the term “core competency.”
- **Cognitive Task Analysis:** An emphasis on finding the actual mental processes or activities used by individuals to complete a job. For example, in a task-based analysis of the job “pilot,” we might have the task “determine current location.” A worker-based analysis might include related skills or abilities: “knowledge of maps and compasses”, “visual acuity”, “visualization ability.” A cognitive task analysis would attempt to determine which of many ways to work out current location is being used by expert pilots, and how that would differ from non-experts. It uses techniques and concepts from cognitive psychology.

## **Moving from a Job Analysis to Job Classification**

Having completed a job analysis the next step is to use the data collected in the study as a basis for identifying the duties and responsibilities associated with a job to determine the appropriate position classification. Fundamentally position classification is a way to ensure equal pay, benefits and associated status for substantially equal work. The classification system and standards established within a classification are tools to accomplish the organization's mission. It assists in management activities such as designing organizations, recruiting for necessary expertise to perform the work, and establishing performance standards.

Position classification requires the analysis and identification of a position and placing it in a class under the position classification plan established by an organization. Here class refers to positions which are sufficiently similar to warrant similar treatment in personnel and pay administration based on the:

- kind or subject matter of work,
- level of difficulty and responsibility, and
- qualifications/requirements of the work.

Further, within each class there may be grade levels distinguishable on specified criteria. Grades consist of all classes of positions which (although different with respect to kind or subject-matter of work) are sufficiently equivalent as to warrant their inclusion within a definitive range of basic pay rates:

- level of difficulty and responsibility, and
- level of qualification requirements of the work.

Once a position classification is established, the next step is to create a job description. A job description is an organized factual statement of job contents in the form of duties and responsibilities of a specific job. The preparation of job description is very important in identifying the nature and type of job. This type of document is descriptive in nature and it constitutes all those facts which are related to a job such as:

- Title/Designation of job and location.
- The nature of duties and operations to be performed in that job.
- The nature of authority-responsibility relationships.
- Necessary qualifications required for the job.
- Relationship of that job to other jobs.
- The provision of physical and working conditions or the work environment required in performance of that job.

A job specification is a statement which tells us minimum acceptable human qualities which help to perform a job. Job specifications translate the job description into human qualifications so that a job can be performed in a better manner. Job specifications help in hiring an appropriate person for a particular position. The contents typically include:

- Job title and designation
- Educational qualifications for that title
- Physical and other related attributes
- Physique and mental health

- Special attributes and abilities
- Maturity and dependability
- Relationship of that job to other jobs in an organization or going concern.

From the above discussion it is quickly apparent why a job analysis is necessary to generate both the job description as well as job specification. The job description and job specification establish the foundation for determining if a particular job qualifies as an occupation, which in turn, helps determine if the occupation requires a professional to do the job correctly.

## UPPCC Job Analysis

In 2005-2006 the Universal Public Procurement Certification Council (UPPCC) determined that it was in the best interest of the certification process to conduct a thorough job analysis of public procurement in an effort to provide a defensible, valid, and sound method to test public purchasing practitioners wishing to achieve the Certified Professional Public Buyer (CPPB) or the Certified Public Procurement Officer (CPPO) designation. In 2006 the UPPCC hired Prometric, Inc. to conduct a job analysis. Prometric has a long history of conducting job analyses, developing test specifications, and administering exams across a host of professional certifications (CPA, JD, MD, etc.). Prometric conducted the job analysis for the UPPCC in 2007 and 2012. We will focus exclusively on the 2012 job analysis for the purpose of this study.

Prometric utilizes a multi-method job analysis approach that included working with subject matter experts (SME) and surveying public procurement practitioners. For the first phase of the job analysis, subject matter experts were selected to identify the task and knowledge statements they believed were important to the work performed by public purchasing practitioners. The SMEs, comprised of a representative group of public procurement professionals (14 procurement professionals comprised the committee), were used to identify the domains, tasks, and knowledge/skills that are necessary for the competent performance of the public procurement practitioner. Survey rating scales and background and general information questions were presented, discussed, and revised as needed.

Upon the completion of the SME's Task Force Meeting, Prometric staff constructed the draft survey. The following task and knowledge domains were covered on the survey:

- Tasks
  - Domain 1: Procurement Administration
  - Domain 2: Sourcing
  - Domain 3: Negotiation Process
  - Domain 4: Contract Administration
  - Domain 5: Supply Management
  - Domain 6: Strategic Procurement Planning
- Knowledge
  - Domain 1: Procurement Administration
  - Domain 2: Sourcing
  - Domain 3: Negotiation Process
  - Domain 4: Contract Administration
  - Domain 5: Supply Management
  - Domain 6: Strategic Procurement Planning

Having identified the specific tasks and knowledge necessary to successfully perform the job of public purchasing, the second phase of the job analysis was to construct the survey instrument to be sent to practitioners in the field. The purpose of the survey was to obtain verification (or refutation) that the tasks and the requisite knowledge needed to perform those tasks identified by the subject matter experts were important to the work of public procurement practitioners.

The original survey instrument was pretested with 13 different procurement practitioners who were not members of the SME team. From the pilot test, the original instrument was modified slightly and the final survey instrument (see Appendix B for a copy of the survey) was sent to members of the California Association of Public Procurement Officials, Florida Association of Public Procurement Officers, National Association of Educational Procurement, National Association of State Procurement Officials, National Contract Management Association and National Procurement Institute and the National Institute for Governmental Procurement: The Institute for Public Procurement.

Once Prometric removed all duplicates from the datasets, the survey was finally sent to 36,564 individuals. Of the 36,564 invitations sent, only 30,980 email addresses were valid. The survey invitation was sent on May 3, 2012. Two reminder emails were sent on May 23, 2012 and May 31, 2012. Additionally, a link was provided to the survey on the UPPCC website so that procurement professionals not belonging to a professional organization could have the opportunity to participate in the survey.

A total of 2,593 survey responses were received, where a return was recognized if the respondent completed the entire survey. Of the 2,593 responses analyzed from the survey, 1,026 indicated that they held the Certified Professional Public Buyer (CPPB) designation, 411 held either the Certified Public Procurement Officer (CPPO) designation or both the CPPB and CPPO designations, and 1,156 did not hold any UPPCC credential.

Review of the job analysis concluded that there were over 85 tasks associated with public procurement, and 87 knowledge areas necessary to perform the job correctly. Please refer to Appendix C for the complete listing of the body of knowledge for both the CPPB and the CPPO.

## **Analysis of the UPPCC Job Analysis Study**

Quantitative analysis was performed on the Job Analysis dataset performed by Prometric on behalf of the UPPCC. Prior to the analysis, the data was cleaned before utilizing SPSS (the technology used for the analysis). The original dataset did not contain individual value labels or question labels. Nor did the variable labels provide substantive information necessary for the analysis completed herein. Although all necessary precautions were conducted to make sure that the individual data elements were consistent with the original survey instrument, there may be minor differences that were not identified. However, these differences will not detract from the analysis conducted below.

The first step was to examine the frequencies and distributions of the individual tasks and knowledge statements relative to the domains. The results were then randomly compared to the results reported by Prometric, and they were found to be identical.

The next step was to run frequencies and distributions of the individual tasks and knowledge statements against the self-identified job titles. The job titles were used as a benchmark to

identify potential segregations in the dataset to locate job classifications. Based on this analysis the following job titles were used:

- **Chief Procurement Officer (CPO)**- CPO's, director-level executive managers of procurement
- **Procurement Manager**- assistant director, program manager, program supervisor
- **Procurement Analyst**- contract administrator, finance/accounting manager, risk management supervisor, compliance officer, consultant, legal/admin counsel
- **Buyer**- intermediate buyer, entry-level buyer
- **Procurement Assistant**- administrative support, warehouse inventory manager, warehouse inventory support staff

Based on the classifications stated above, the following tasks and knowledge statements were identified to create the following classes:

- **Chief Procurement Officer (CPO)**- Relative to all other job descriptions, only survey respondents describing themselves as CPOs and director-level executive managers of procurement largely indicated that performance or management of cooperative procurement programs with other agencies or private organizations was being conducted amongst the job description group; at 82.9% of directors/managers of procurement conducting either or both performance and management in the job task area and executive directors/CPOs reporting that 78.4% had performed or managed cooperative procurement with other agencies. It makes sense that CPOs and directors/managers are the employees cooperating with other agencies, as one would expect c-level officers of various organizations to get together in planning. Also, CPOs or directors/managers of procurement dominated in the area of ensuring compliance with sustainable procurement programs. 49.1% of executive directors/CPOs ensure compliance with sustainable procurement programs and directors/managers of procurement were the second highest in this category, with 31.9% of those surveyed indicating that they manage compliance with sustainable procurement programs.

Meanwhile, survey respondents indicating that they were CPOs, directors/managers of procurement, and assistant directors completed many of the same job tasks with high levels of frequency among respondents. But, in several cases, CPOs and directors/managers of procurement had higher portions of employees who completed the particular executive task than assistant directors. For example, 95.6% of CPOs either performed or managed the review of procurement requests for compliance with established laws, 75.4% (98% did one, either, or both) of directors/managers of procurement both performed and managed policies and procedures. Meanwhile, 69.1% of assistant directors both performed and managed law and policy compliance issues. Also, 95.7% of directors/managers of procurement either performed or managed the design and maintenance of operational forms and templates, while 86.9% of assistant directors did the same.

With regard to tasks related to interpretation and analysis, 80% of directors/managers of procurement both perform and manage the interpretation of policies and procedures, the

highest percentage of all 19 job descriptions surveyed (70.6% of executive directors and 63% of assistant directors, respectively). In addition, 33% of executive directors/CPOs, 29.9% of directors/managers of procurement, and 23.1% of assistant directors, the 3 highest proportions among the 19 job descriptions included in the survey, manage the analysis of economic conditions and 42.5%, 32.8%, and 34.8% both perform and manage the task, respectively. Lastly, executive directors/chief procurement officers were the highest paid of all survey respondents with 15.1% of executive directors/CPOs earning \$90,000 to \$99,000, 22.7% earning \$100,000 to \$124,999, and 13.4% earning between \$125,000 to \$149,999 per year. Of the second highest paid job description category, directors/managers of procurement, 17.1% earned \$60,000 to \$69,999, 18.3% earned \$70,000 to \$79,999, 15.9% earned \$80,000 to \$89,999, 11% earned \$90,000 to \$99,999, and 13.1% earned \$100,000 to \$124,999 per year.

- **Procurement Manager-** Since respondent's who described their positions as CPO, director/manager of procurement, and assistant director, reported performing and managing many of the same job tasks, there are a couple major differences observed that serve to place the assistant director as a Procurement Manager instead of CPO. First, as mentioned, CPOs and directors/managers of procurement are the only job descriptions, not assistant directors, that frequently engage in cooperative procurement with other agencies and sustainable procurement.

Second, CPOs and directors/managers of procurement most frequently performed and managed law and compliance issues and performed and managed policies and procedures. But, since assistant directors performed and managed law and compliance issues and policies and procedures with only slightly less frequency (as detailed in CPO description), then assistant managers become Procurement Managers when there is a direct supervisor present in the organization, since assistant managers are likely responding on the survey as 'assistants' because there is a clear supervisor that they report to in practice. Lastly, since assistant directors were not actively engaged in cooperative procurement or sustainable procurement, and were slightly less involved in other directorial functions previously mentioned in the CPO description, then it makes sense to be called Procurement Manager rather than CPO. Meanwhile, assistant directors are the third highest earners considering that 22.5% earn \$60,000 to \$69,999, 23.9% earn \$70,000 to \$79,999, 9.4% earn \$80,000 to \$89,999, 10.9% earn \$90,000 to \$99,999, and 8.7% earn between \$100,000 and \$124,999 per year.

Program managers and program supervisors are Procurement Managers. For example, 77.5% of program managers and 87.1% of program supervisors either performed or managed the review of procurement requests for compliance with established laws, policies, and procedures. Meanwhile, 60.6% of program managers and 64.6% of program supervisors either managed or both performed and managed this job task. Next, 68.6% of program managers and 71.9% of program supervisors participate in the performance or management of identifying evaluation methodology and criteria.

Program managers and program supervisors are also the fourth and fifth highest paid internal employees (excluding legal counsel and consultants who are paid pro-rata),

considering that 9.7% earn \$50,000 to \$59,999, 22.2% earn \$60,000 to \$69,999, 23.6% earn \$70,000 to \$79,999, and 12.5% of program managers earn \$80,000 to \$89,999 per year. Program supervisors are paid slightly less than program managers, given that 15.6% earn \$50,000 to \$59,999, 40.6% earn \$60,000 to \$69,999, 15.6% earn \$70,000 to \$79,999, and only 3.1% earn \$80,000 to \$89,999 per year.

Despite both job descriptions being classified as Procurement Managers, at a glance program managers are higher-level Procurement Managers than program supervisors. For example, 71% of program supervisors and 45.1% of program managers neither perform nor manage the selection of negotiation team members and assignment of roles, which is a managerial function. But, 25.4% of program managers both managed and performed the selection of negotiation team members and assignment of team roles while only 12.9% of program supervisors managed and performed this task, indicating that program managers have more authority and responsibility in the department. Similarly, the preparation of negotiation strategies job task survey results were consistent in proportion, with the number of program managers who both performed and managed negotiations strategies double that of program supervisors, at 33.8% and 16.7%, respectively.

Yet, on the other hand, 35.7% of program managers do not manage department personnel while only 15.6% of program supervisors do not manage department personnel, indicating that program supervisors may have higher managerial rank. And, 21.4% of program managers perform procurement method selection while only 6.3% of program supervisors perform this task, meanwhile 55.7% of program managers manage or both manage and perform this task while 68.8% of program supervisors manage or both manage and perform procurement method selection, indicating that program supervisors have more decision-making authority than program managers. Although, since 54.9% of program managers participate in the negotiation team member selection and assignment process while only 29% of program supervisors complete this job task; it is difficult to determine whether program managers are more involved in negotiations because of more decision-making capacities or because program managers are closer to the daily procurement operations as a result of being lower than program supervisors on the hierarchy. Additional study of the raw data needs to be completed to determine whether program supervisors are senior to program managers.

- **Procurement Analyst-** Whereas 32.7% of contract administrators both perform and manage internal automated procurement systems, an additional 36% performed on these systems while only 5% solely managed these systems, indicating that contract administrators typically have less managerial responsibility than Procurement Managers. But, only 13.8% of contract administrators did not perform or manage the design or maintenance of operational forms and templates while 55.6% both managed and performed this task, indicating that contract administrators may be considered to have some managerial capacity. But, when it comes to broader organizational commitments, such as establishing the mission statement, vision, and operating values of the firm, 69.8% of contract administrators neither performed nor managed this task. On the other hand, 83.8% of contract administrators surveyed either performed, managed, or both, in terms of upholding and promoting of the procurement department's mission, vision, and

values, especially with respect to ethics, diversity, professionalism, and accountability. Additionally, 86.7% of contract administrators either managed or performed preparation or issuance of addenda (58% did both). 83.7% of assistant directors did either, or both, and 84.6% of directors/managers of procurement did one or both, which associates some of the contract administrators' job tasks with managerial positions.

Yet, 77.9% of contract administrators neither performed nor managed the facilitation of movement of goods while only 2.9% managed this task (8.3% both performed and managed). On the contrary, 32.6% of directors/managers of procurement managed the facilitation of goods (15.4% both performed and managed) and 18.6% of program managers did the same (14.3% both performed and managed this task). Meanwhile, 37.5% of contract administrators surveyed neither performed nor managed the conducting of value analysis while 44.6% had nothing to do with implementing goals, objectives, and measurement criteria for the procurement department. Differently, 83.7% of assistant directors, 92.9% of CPO's, 94.2% of directors/managers of procurement, 73.3% of program supervisors, and 68.7% of program managers, performed or managed this task. On the other hand, 65.6% of administrative support, 57.9% of entry-level buyers, and 54.2% of intermediate buyers neither performed nor managed the implementation of goals, objectives, and measurement criteria for the procurement department. The task of implementing goals, objectives, and measurement criteria therefore serves as a great divide between Procurement Managers, Procurement Analysts, and Buyers. Lastly, contract administrators are the sixth highest paid of the job descriptions indicated on the survey, where 16.1% of contract administrators earn \$40,000 to \$49,999, 23.9% earn \$50,000 to \$59,999, 23.9% earn \$60,000 to \$69,999, and 14% earn \$70,000 to \$79,999 between per year.

Meanwhile, 34.2% of finance/accounting managers neither perform nor manage analysis of economic conditions affecting procurement and only 26.3% perform economic analysis of conditions affecting specific procurements, indicating that a significant portion of finance/accounting managers may be serving in lower-level capacities that may include project accounting as opposed to managerial accounting. Meanwhile, less than half (47.4%) of finance/accounting managers both perform and manage the preparation of the department's budget, which is a low proportion considering that finance/accounting is so closely related to budgeting, especially at the managerial level indicated by survey respondents who described themselves as finance/accounting managers.

In addition, a whopping 37.8% of finance/accounting managers neither performed nor managed the upholding and promotion of the procurement department's mission, vision, and values with respect to ethics, diversity, professionalism, accountability, and beyond. Thus, given finance/accounting manager's overall distance from the procurement department's core business and objective model, it seems fit for finance/accounting managers to be classified as Procurement Analysts as opposed to Procurement Managers. Additionally, finance/accounting managers are not Procurement Managers because while some purchasing decisions may come from analysis conducted by the finance/accounting manager, 65.8% of finance/accounting managers surveyed neither perform nor managed

the selection of negotiation team members and assignment of roles and 60.5% neither performed nor managed the negotiations strategies including goals, outcomes, tactics, and positions. Thus, finance/accounting managers typically only perform certain functions that serve as inputs for decisions made at the managerial level.

As an additional example, 48.6% of finance/accounting managers neither perform nor manage the task of monitoring professional and legislative trends and laws while 91.5% of directors/managers of procurement, 83.8% of assistant directors, 64.5% of program supervisors, and 64.3% of program managers, either perform or manage the monitoring of professional and legislative trends and laws such as rules, regulations, and executive orders. Meanwhile, finance/accounting managers were the seventh highest earners surveyed, where 18.4% of finance/accounting managers earn \$40,000 to \$49,999, 31.6% earn \$50,000 to \$59,999, 5.3% earn \$60,000 to \$69,999, and 18.4% earn between \$70,000 and \$79,999 per year. Risk management supervisors earned similar wages, with a skew to the upside, at 18.5%, 25.7%, 21.2%, and 17.1%, respectively.

Of risk management supervisors, 95.9% identify sources of services and/or supplies. Also, 89.1% of risk management supervisors obtain historical data for decision-making, indicating that risk management supervisors are Procurement Analysts, and so are some warehouse inventory managers since 85% of inventory warehouse managers obtain historical data for decision-making. Furthermore, while 62.7% of risk management supervisors participated in cooperative procurement programs, about half of these (31.1% of the total) participated solely in a performance, non-managerial capacity.

Meanwhile, an astounding 52.4% of compliance officers did not ensure supplier diversity, indicating that compliance officers are on the singular, non-managerial track because they are only involved in certain specific functions. For example, 62.9% of compliance officers did not set negotiation goals or strategies but 92.1% did interpret policies and procedures and 55.6% both performed and managed the design and maintenance of operational forms and templates, thus compliance officers are Procurement Analysts with expertise but are not involved in many management functions; 61.9% of compliance officers reported no involvement in management of personnel. Finally, compliance officers are also part of the middle-tier earners at 20.6% earning between \$40,000 and \$49,999, 14.3% earning \$50,000 to \$59,999, 11.1% earning \$60,000 to \$69,999, and 12.7% earning \$70,000 to \$79,999 per year.

- **Buyer-** 96.9% of entry-level buyers and 99.1% of intermediate buyers perform or manage the selection of the procurement method. Additionally, 97% of entry-level buyers and 97.3% of intermediate buyers select the contract type. Meanwhile, 91.2% of entry-level buyers and 89.6% of intermediate buyers follow-up and expedite orders. However, 27.3% of entry-level buyers and 23.1% of intermediate buyers neither perform nor manage the conduct of market research to ascertain the use and availability of commercial items and services, indicating a slightly limited role of Buyers in the overall procurement process especially in regards to the task of analysis. Furthermore, 45.1% of entry-level buyers and 37.7% of intermediate buyers neither perform nor manage negotiations with respect to pricing, terms, renewals, and other aspects of the negotiations process. Also, 61.4% of

entry-level buyers and 64.1% of intermediate buyers neither perform nor manage in the facilitation of the movement of goods during the procurement process; a managerial function.

Entry-level buyers are Buyers, as opposed to Procurement Assistants, given that 74.6% of entry-level buyers make recommendations to requester regarding make, lease, buy decisions, while 54.5% conduct negotiations. But, entry-level buyers are not Procurement Managers because 85.7% of entry-level buyers neither perform nor manage personnel. In addition, 51.7% of intermediate buyers and 57.5% of entry-level buyers perform, but do not manage, internal automated procurement systems. Meanwhile, 96.2% of intermediate buyers and 94% of entry-level buyers identify sources of services and/or supplies, indicating that these job descriptions are inherent to activities that would be related to the Buyers. Furthermore, 86.6% of entry-level buyers and 87.1% of intermediate buyers uphold and promote the mission, vision, and values of the procurement department while 37.8% of administrative support and 41.5% of warehouse inventory managers neither perform nor manage this task.

Lastly, entry-level buyers and intermediate buyers earn less than Procurement Analysts. Of the survey respondents indicating describing their job position as entry-level buyers, 33.6% earn \$30,000 to \$39,999, 28.5% earn \$40,000 to \$49,999, 18.2% earn \$50,000 to \$59,999, and only 11.7% earn \$60,000 to \$100,000 per year. In comparison, intermediate buyers earn slightly more than entry-level buyers, where 22.6% of intermediate buyers earn \$30,000 to \$39,999, 28.8% earn \$40,000 to \$49,999, 25.7% earn \$50,000 to \$59,999, and 21.5% earn \$60,000 to \$100,000 per year.

- **Procurement Assistant-** Administrative support is really Procurement Assistant because 31.5% of survey respondents who described themselves as administrative support either prepared or managed the departmental operating budget, 61.4% selected methods of procurement, 48.9% conducted pre-bid or pre-proposal conferences, and 49.4% analyzed and evaluated solicitation responses. Administrative support's contact with the procurement process and departmental affairs indicate that their position is more closely related to a Procurement Assistant, rather than the traditional roles of administrative assistant/support which historically encompassed rudimentary clerical work while serving as message centers.

Yet, administrative support staff are not Purchasing Managers because 80.9% neither performed nor managed areas related to management of purchasing department personnel. Also, administrative support employees are not Buyers because 78.3% neither performed nor managed preparation of negotiation strategies (66.2% of entry level buyers did this). Lastly, administrative support individuals were in the lowest-tier of earners, where 19.1% earn just \$20,000 to \$29,999, 29.8% earn \$30,000 to \$39,999, and 20.2% earn \$40,000 to \$49,999 per year. Next, warehouse inventory support staff earned the least amount of those surveyed, where 22.2% earn only \$20,000 to \$29,999, 33.3% earn \$30,000 to \$39,999, and 22.2% earn \$40,000 to \$49,999 per year. Lastly, warehouse inventory managers are the highest earners of the Procurement Assistants, given that only 4.5% of warehouse inventory managers earn \$20,000 to \$29,999, 15.9% earn \$30,000 to

\$39,999, 25% earn \$40,000 to \$49,999, 15.9% earn \$50,000 to \$59,999, and 15.9% earn \$60,000 to \$69,999 per year.

Next, since 48.8% of warehouse inventory managers neither managed nor performed management of departmental staff and 88.9% of warehouse inventory support staff also did neither; these two positions are not management related. And, warehouse inventory managers and warehouse inventory support are not Buyers given that 75% of warehouse inventory support and 63.4% of warehouse managers do not conduct any sort of pre-bid or pre-proposal conferences (88.8% of entry-level buyers and 93.7% of intermediate buyers either performed or managed this task), indicating that they are being kept out of the buying process loop that encompasses buyers and sellers in the procurement process. Meanwhile, 40% of warehouse inventory managers neither perform nor manage the task of evaluating solicitation responses, indicating that warehouse inventory managers lack some level of authority in the buying process.

## Job Descriptions for Public Procurement

As noted previously, job descriptions provide the building blocks for identifying reporting structures within organizations. In terms of an occupation, job descriptions help differentiate between types of jobs within a specific occupational classification. Although there is no exact science involved in developing job descriptions or identifying various classes of jobs within an occupation, as previously noted, there are certain standard approaches to generating job descriptions.

Recall that a job description is a summary of job analysis findings that helps organizations determine what an employee is supposed to do when hired, promoted or transferred. Job descriptions generally include job identification (title, designation, location) and a statement of duties and functions of a prospective or existing employee. A more detailed job description may include detailed information about the kind of job, how it is supposed to be performed and what is expected to be delivered. Therefore, information collected during a job analysis defines, to a large extent, the nature of the job description developed. If data collected is extremely basic, it will serve only the general purpose, or if detailed data is collected, a specific purpose job description can be easily used while making important decisions.

For public procurement there have been a number of attempts to define the job of these practitioners. As previously noted the U.S. Bureau of Labor has identified some basic tasks performed by purchasing managers, buyers, and purchasing agents. Although the descriptions may prove useful for starting the process of developing job descriptions in the public sector, unfortunately their complete application to the public sector is limited. Others have attempted to define the job of public sector purchasing, but Wendell Lawther's study conducted on behalf of the NIGP (2011) is perhaps the most thorough attempt at writing job descriptions for state and local governments to date.

### *NIGP Succession Plan Study*

In 2011, Wendell Lawther conducted a study for the NIGP looking at developing succession planning templates that could guide in the creation of individual development plans for employees in purchasing. Although the study attempted to provide a generalized succession planning framework, Lawther's work also included developing specific job descriptions within the occupation. The approach Lawther utilized in his study was as follows:

1. Collection of job descriptions for a variety of positions within the public procurement field. Those listed on the NIGP website were downloaded. Others were collected via an email request to the NIGP membership. Approximately 75 job descriptions were collected.
2. These job descriptions were reviewed for similarities of KSA's required across positions that were identified as approximately the same in terms of career progression.
3. Concurrently, a review of articles, government publications, and books concerning succession planning was undertaken.
4. Sample job descriptions were developed for five positions within the public procurement career path. Since titles ranged considerably among those reviewed, five generic titles

were created: Public Procurement Professional I through Public Procurement Professional V.

5. Four sample Individual Development Plans (IDP's) were developed. Each of these provide guidance about what KSA's should be acquired in order for a lower level professional to become as prepared as possible to effectively perform the duties of the next higher level position.
6. All sample job descriptions and IDP's were sent to members of the NIGP Research Committee as well as others for review and critique.
7. A survey was sent to all NIGP members that elicited attitudes and views toward career development and succession planning. Both quantitative and qualitative data were obtained.

Appendix I provides a summary of Lawther's job descriptions for five levels of purchasing practitioners for state and local governments. It becomes readily apparent from Lawther's task specific job descriptions that there are gradations between the different levels to warrant the development of various classes of procurement within the occupation. What Lawther did not accomplish, nor was it the purpose of his study, was to determine if there were differences among the occupational group to segregate between the types of work. That is, if you look in terms of the type of work in public procurement you can view the field as including professional, administrative, technical, and clerical responsibilities.

#### *Professional Work*

Professional work requires knowledge in a field typically acquired through education or training equivalent to a bachelor's or higher degree with major study in or pertinent to the specialized field, as distinguished from general education. As noted, work is professional when it requires the exercise of discretion, judgment, and personal responsibility for the application of an organized body of knowledge that is constantly studied to make new discoveries and interpretations, and to improve data, materials, and methods.

There are situations in which an employee meets the formal education requirements for a particular professional field but does not perform professional work. This may be due to a lack of professional work to be done, or it may be because the organization and structure of the assignment does not require a professionally qualified employee. In such situations, the position is classified in an appropriate nonprofessional series, based on the duties and responsibilities assigned and the qualifications required to do the work.

#### *Administrative Work*

Administrative work involves the exercise of analytical ability, judgment, discretion, and personal responsibility, and the application of a substantial body of knowledge of principles, concepts, and practices applicable to one or more fields of administration or management. While these positions do not require specialized education, they do involve the type of skills (analytical, research, writing, judgment) typically gained through a college level education, or through progressively responsible experience.

Administrative work may be performed as a part of the principal mission or program of an agency or subcomponent, or it can be performed as a service function which supports

the agency's mission or program. Employees engaged in administrative work are concerned with analyzing, evaluating, modifying, and developing the basic programs, policies, and procedures which facilitate the work of agencies and their programs. They apply the knowledge of administrative analysis, theory, and principles in adapting practice to the unique requirements of a particular program.

#### *Technical Work*

Technical work is typically associated with and supportive of a professional or administrative field. It involves extensive practical knowledge, gained through experience and/or specific training less than that represented by college graduation. Work in these occupations may involve substantial elements of the work of the professional or administrative field, but requires less than full knowledge of the field involved.

Technical employees carry out tasks, methods, procedures, and/or computations that are laid out either in published or oral instructions and covered by established precedents or guidelines. Depending upon the level of difficulty of the work, these procedures often require a high degree of technical skill, care, and precision.

Some technical work may appear similar to that performed by employees doing beginning professional or administrative work in the same general occupational field. Technical work, however, typically does not require the application of knowledge and skills equivalent to those required for administrative or professional work. Classification decisions are based on duties and responsibilities, qualifications required, career patterns, management's intent in designing the position, the purpose of the work, and recruiting sources.

#### *Clerical Work*

Clerical work involves structured work in support of office, business, or fiscal operations. Clerical work is performed in accordance with established policies, procedures, or techniques; and requires training, experience, or working knowledge related to the tasks to be performed.

Clerical work typically involves general office or program support duties such as preparing, receiving, reviewing, and verifying documents; processing transactions; maintaining office records; locating and compiling data or information from files; keeping a calendar and informing others of deadlines and other important dates; and using keyboards to prepare typewritten material or to store or manipulate information for data processing use. The work requires a knowledge of an organization's rules, some degree of subject matter knowledge, and skill in carrying out clerical processes and procedures.

#### *Other Kinds of Work*

There are some aspects of each job that is not anticipated nor classified as a particular KSA for the position. Under these conditions there is language to the effect that other duties, responsibilities and accountabilities may not be specifically identified in the job description, but will be required in the job.

We will base the development of more generalized job descriptions for state and local government purchasing practitioners on Lawther's previous work. Using his templates we will then link the job descriptions to the UPPCC Job Analysis study results to confirm that the KSA's identified by Lawther are matched with the KSA's identified in the UPPCC study. Then we will compare those results with the generalized body of knowledge to see if the job descriptions accurately capture most if not all the KSAs needed in the occupation.

## **Position Descriptions<sup>1</sup> for Public Procurement**

The following five (5) job descriptions are based on an extensive analysis of the UPPCC Prometric job analysis dataset. Having differentiated between 5 different levels within the procurement profession the following job descriptions were developed. In order to fully capture the intent of the job descriptions multiple sources were used, including Lawther's study, a study conducted by the Australian Procurement and Construction Council – Building Government Procurement Capabilities, and various job descriptions used by the National Institute of Government Procurement consulting services. Moreover a draft of the Report was disseminated to a group of highly respected public procurement practitioner with extensive experience across various types and sizes of government.

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<sup>1</sup> Note that these are “model” position descriptions, and they may be adjusted as needed by each entity.

## Chief Procurement Officer

### **Nature of Work:**

Consistent with the strategic priorities of the government, performs professional work of unusual difficulty in the planning, organization, development and coordination of the procurement activities for the entire organization. This executive management position serves as the principal public procurement official for the government and is responsible for the all procurement of goods, supplies and services in accordance with applicable federal, state and local laws, ordinances, rules and regulations.

Responsibilities include providing professional support and sound contractual advice to all stakeholders involving contractual services, consultants, equipment, supplies, construction, capital improvements and other applicable activities. Supervision is exercised over professional, technical and clerical staff engaged in procurement activities.

### **Duties and Responsibilities:**<sup>2</sup>

1. Procure or supervise the timely procurement of all goods, supplies and services needed, in accordance with all applicable federal, state and local laws, policies and procedures.
2. Ensure compliance with all applicable laws and procurement policies and procedures by reviewing and monitoring procurements conducted by any designee, department, agency or official.
3. Maintain the integrity of the public procurement process.
4. Recommend policies to the legislative body regarding the procurement of goods, supplies and services.
5. Ensure purchasing practices are consistent, open, and designed to encourage maximum competition and best value procurements.
6. Research market sources and vendors to locate and ensure most cost effective and competitive pricing for the purchase of supplies and services.
7. Prepare and issue solicitation documents.
8. Receive and evaluate proposals and bids; award or recommend the award of contracts to the legislative body.
9. Conduct negotiations with suppliers on proposals, contracts and contract claims. Execute contracts on behalf of the government.
10. Establish standard contract clauses for use in contracts, solicitations, and purchase orders.
11. Prepare or supervise the preparation of contractual documents with suppliers.
12. Review and execute contracts, purchase orders, change orders and other documents within delegated authority.
13. Formulate, in conjunction with using departments, short-term and long-term strategic procurement plans in order to maximize buying power and minimize inefficiencies.

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<sup>2</sup> The list of essential duties and responsibilities is intended to be representative of the tasks performed within this classification. It is not necessarily descriptive of any one position in the class. The omission of an essential function does not preclude management from assigning duties not listed herein if such functions are a logical assignment to the position.

14. Continuously review policies and procedures governing procurement in order to improve upon and standardize the processes.
15. Select, hire, supervise and evaluate subordinate staff; review of performance reports prepared by subordinates and rate employee performance; exercise authority for department personnel actions consistent with established personnel rules, and all other applicable rules and regulations.
16. Delegate authority and assign work to subordinate staff commensurate with their qualifications and existing workload. Review the work of staff to insure compliance with applicable laws, policies and procedures.
17. Conduct training of government employees in the procedures and techniques required in the performance of their duties. Assist staff by providing technical guidance and direction.
18. Serve as public procurement advisor and technical expert to management.
19. Establish and supervise a contract administration system designed to insure that contractors are performing in accordance with the terms and conditions of their contracts.
20. Develop, recommend and monitor the departmental budget.
21. Effectively communicate purchasing policies and procedures to personnel and interpret said policies and procedures as necessary.
22. Maintain open communications with the supplier community to provide a comprehensive understanding of the procurement practices and maintain supplier confidence.
23. Make determinations with respect to bid protests or contract claims.
24. Suspend or debar persons for cause from consideration of award of contracts.
25. Prepare or direct the preparation of reports which accurately represent the department's activities.
26. Represent the department to other governmental departments, other public agencies, suppliers, and the legislative body.
27. Exercises general supervision and control over all inventories of supplies.
28. Designate surplus supplies and supervise their selling, trading, or disposal.
29. Establish and maintain programs for the inspection, testing and acceptance of supplies and services.
30. Prescribe operational procedures governing the procurement functions, and the disposal, transfer and reutilization of personal property and equipment, consistent with all applicable laws, policies and rules.
31. Perform other related duties to ensure the accomplishment of the strategic priorities of the government.
32. Develop and align the strategic priorities of the department consistent with those of the government.

#### **Minimum Qualifications:**

**Education and Training:** Master's degree (or equivalent) from an accredited college or university in Business or Public Administration, Business Law, Finance, Purchasing, or closely related field.

**Work Related Experience:** Minimum five (5) years progressively responsible experience in public purchasing, including supervisory responsibilities.

**Required Certifications:** Certified Public Procurement Officer (CPPO).

**Knowledge, Skills and Abilities:**

- Comprehensive knowledge of modern principles and practices of governmental procurement and supply-chain management.
- Comprehensive knowledge of business practices related to purchasing.
- Comprehensive knowledge of laws, policies and procedures governing public procurement.
- Considerable knowledge of contract law.
- Considerable knowledge of the principles, practices and techniques of administration, organization, budget preparation, personnel management, supervision, training and development, financial administration and public relations.
- Considerable knowledge of techniques of organizing and motivating individuals and groups.
- Considerable knowledge of administrative problem solving and the implementation of effective solutions.
- Considerable knowledge of principles of management analysis (such as spend analysis and cooperative purchasing) and organization design necessary to formulate and implement administration practices.
- Considerable knowledge of available information system technologies which enhance business practices.
- Comprehensive skill in researching and preparing highly complex specifications, solicitations and contract documents.
- Considerable skill in project and program management.
- Ability to develop effective and cooperative working relationships with key internal and external stakeholders.
- Ability to provide strong leadership and direction, clearly defining objectives and motivating employees to accomplish department responsibilities.
- Ability to coordinate, manage, problem solve, strategize, schedule, analyze, and plan.
- Ability to use appropriate judgment and initiative in making recommendations and resolving problems that are highly complex and sensitive in nature.
- Ability to analyze commodity requirements, interpret market prices and trends, and apply interpretations to procurement issues.
- Ability to negotiate contracts for professional and non-professional services, construction and supplies.
- Ability to identify and implement information technology solutions related to electronic purchasing systems.
- Ability to effectively communicate orally and in writing, including the ability to convey complex and technical subjects in a clear, concise and positive manner.
- Ability to successfully deal with all persons in a fair and equitable manner.
- Ability to make difficult decisions and award contracts impartially and objectively.
- Possess complete integrity and a high sense of personal and professional ethics.

## **Procurement Manager**

### **Nature of Work:**

Under general direction of the Chief Procurement Officer, the Procurement Manager provides general supervision over professional, technical and clerical staff engaged in purchasing activities, including planning, directing, and coordinating the purchasing activities for the organization.

Responsibilities include the development and implementation of annual contracts, strategic procurement planning, procurement policies and procedures, delegated procurements, quality control, procurement training, electronic procurement systems, and procurement card administration.

### **Duties and Responsibilities:**

1. Manage and supervise a procurement staff responsible for the following tasks in accordance with all applicable federal, state and local laws, policies and procedures:
  - a. Establish annual contracts for the purchase of supplies, services and construction.
  - b. Review major solicitations and contracts to ensure compliance and identify opportunities for improvement.
  - c. Co-develop and assist in prescribing and administering operational procedures governing the procurement functions of all departments, and the disposal, transfer and reutilization of personal property and equipment.
  - d. Recommend revisions to policies to the Chief Procurement Officer regarding the purchase of supplies and services.
  - e. Establish, maintain and disseminate guides, manuals and other documents regarding procurement policies and procedures.
  - f. Ensure compliance with legislative mandates and procurement policies and procedures by reviewing and monitoring procurements conducted by any designee, department, agency or official.
  - g. Develop and conduct internal and external procurement training.
  - h. Provide support services for information technology systems used to facilitate purchasing.
    - i. Administer or manage the procurement card program.
2. Establish staff priorities; allocate personnel resources to achieve program objectives.
3. Coordinate delegated procurement activities with other departments, including supervision of procurement liaisons.
4. Coordinate training programs of Purchasing Department staff and employees of other departments related to procurement.
5. Research market sources and vendors to locate and ensure most cost effective and competitive pricing for the purchase of supplies and services.
6. Prepare and issue solicitation documents.
7. Receive and evaluate proposals and bids; award or recommend the award of contracts.
8. Conduct negotiations with suppliers on proposals, contracts and contract claims.
9. Assist in the general supervision and control over all inventories of supplies.

10. Assist in establishing and maintaining programs for the inspection, testing and acceptance of supplies and services.
11. Maintain the integrity of the public procurement process.
12. Assist in administering operational procedures governing the procurement functions, and the disposal, transfer and reutilization of personal property and equipment, consistent with all applicable laws, policies, and rules.
13. Assist with establishing standard contract clauses for use in contracts, solicitations, and purchase orders.
14. Analyze current procurement activities and recommend improvements through more efficient procurement methods, e-procurement, privatization, quantity discounts, standardization, value analysis or cooperative purchasing.
15. Assist in decisions regarding hiring, discipline and promotion of subordinate staff; direct and evaluate subordinate staff.
16. Delegate authority and assign work to subordinate staff commensurate with their qualifications and existing workload. Review the work of staff to insure compliance with applicable laws, policies and procedures.
17. Assist staff by providing technical guidance and direction.
18. Assist in establishing and supervising a contract administration system designed to insure that contractors are performing in accordance with the terms and conditions of their contracts.
19. Determine budgetary requirements to maintain the program; make recommendations on the annual budget; monitor program budget.
20. Effectively communicate purchasing policies and procedures to all personnel and interpret said policies and procedures as necessary.
21. Prepare reports and correspondence.
22. Prepare and maintain accurate records and documentation on all staff activities.
23. Maintain liaison and represent the program to other departments and suppliers.
24. Perform other related duties to ensure the accomplishment of the goals and objectives of the Purchasing Department.

**Minimum Qualifications:**

**Education and Training:** Bachelor's degree from an accredited college or university in Business or Public Administration, Business Law, Finance, Purchasing, or closely related field.

**Work Related Experience:** Minimum three (3) years progressively responsible experience in public purchasing, including supervisory responsibilities.

**Required Certifications:** Certified Public Procurement Officer (CPPO) or equivalent preferred. Must obtain the CPPO within four (4) years of being placed in this position.

**Knowledge, Skills and Abilities:**

- Considerable knowledge of modern principles and practices of large scale governmental procurement and supply-chain management.
- Considerable knowledge of business practices related to purchasing.
- Considerable knowledge of laws, policies and procedures governing public procurement.

- Considerable knowledge of contract law.
- Good knowledge of available information system technologies which enhance business practices.
- Some knowledge of the principles, practices and techniques of administration, organization, budget preparation, personnel management, supervision, training and development, financial administration and public relations.
- Some knowledge of techniques of organizing and motivating individuals and groups.
- Some knowledge of administrative problem solving and the implementation of effective solutions.
- Some knowledge of principles of management analysis and organization design necessary to formulate and implement administration practices.
- Some knowledge of cost accounting as it relates to price and cost analysis.
- Working skill in project and program management.
- Working skill with computers, including automated purchasing systems and common office software and productivity tools.
- Ability to develop effective and cooperative working relationships with other departments, employees, suppliers and other public agencies.
- Ability to coordinate, manage, problem solve, strategize, schedule, analyze, and plan.
- Ability to use judgment and initiative in making recommendations and resolving problems that are highly complex and sensitive in nature.
- Ability to identify and implement information technology solutions related to electronic purchasing systems.
- Ability to effectively communicate orally and in writing, including the ability to convey complex and technical subjects in a clear, concise and positive manner.
- Ability to establish schedules and to complete projects on a timely basis.
- Ability to successfully deal with all persons in a fair and equitable manner.
- Possess complete integrity and a high sense of personal and professional ethics.

## Purchasing Agent

### **Nature of Work:**

Under supervised direction, performs professional work of advanced difficulty in the technical and administrative functions of the purchasing activities of the government, including purchasing and contract administration. This position is responsible for the procurement of construction, supplies and professional services that are to be conducted in accordance with applicable federal, state and local laws, ordinances, rules and regulations. Direction is received from the Procurement Manager.

### **Duties and Responsibilities:**

1. This position is responsible for procuring or coordinating the procurement of architectural and engineering services, construction, and related supplies and services required by various departments in accordance with all applicable federal, state and local laws, policies and procedures
2. Prepare highly technical and complex specifications, contracts and solicitation documents, including all related research and value analysis.
3. Prepare and analyze competitive sealed bids, competitive sealed proposals, requests for quotations and requests for statements of qualifications.
4. Identify and notify potential sources.
5. Conduct pre-bid and pre-proposal conferences.
6. Coordinate and supervise activities of evaluation committees.
7. Recommend lowest responsive, responsible bidder on IFB's, most advantageous offer on RFP's and most qualified for architects/engineers.
8. Edit requisitions and confer with departments regarding requirements, specifications, quantity, quality and delivery. Recommend alternatives that would result in greater value.
9. Confer with consultants, contractors and suppliers in order to acquaint them with procurement policies and procedures and to obtain information on required products and services.
10. Negotiate with consultants and contractors regarding specifications, scope of work, prices, terms and conditions.
11. Perform contract administration, including liaison between suppliers and departments, compliance with contract terms and conditions, compliance with grant requirements, negotiation of contract amendments, extensions and change orders. Analyze cost and price data from vendors. Perform contract audits when required.
12. Review and execute contracts, purchase orders, change orders and other documents within delegated authority.
13. Maintain the integrity of the public procurement process.
14. Analyze current procurement activities and recommend improvements through more efficient procurement methods, e-procurement, privatization, quantity discounts, standardization, value analysis or cooperative purchasing.
15. Provide guidance and assistance to other employees, as required.

16. Research market sources and suppliers to locate and ensure most cost effective and competitive pricing for the purchase of supplies and services.
17. Engage in procurement planning with client departments. Routinely meet and communicate with client departments in order to identify and provide high quality service to meet client service delivery requirements on a timely basis. Provide accurate, complete and up-to-date information in a courteous, efficient and timely manner.
18. Effectively communicate purchasing policies and procedures to all personnel and interpret said policies and procedures as necessary.
19. Maintain individual workload statistics.
20. Prepare and maintain accurate records and documentation on all solicitations, responses, purchases, contracts, correspondence and related follow-up.
21. Perform other related duties as required.

**Minimum Qualifications:**

**Education and Training:** Bachelor's degree from an accredited college or university in Business or Public Administration, Business Law, Finance, Purchasing, or closely related field.

**Work Related Experience:** Minimum three (3) years progressively responsible experience in purchasing.

**Required Certifications:** Certified Professional Public Buyer (CPPB) or equivalent certifications, or the ability to obtain the CPPB within three (3) years of hire.

**Knowledge, Skills and Abilities:**

- Considerable knowledge of business practices related to purchasing.
- Considerable knowledge of contract documents, solicitation methods and contract administration related to procurement
- Good knowledge of laws, policies and procedures governing public procurement.
- Good knowledge of contract law.
- Good knowledge of mathematics to perform computations and collect statistics for basic cost and price analysis.
- Good knowledge of infrastructure project delivery methods, including design-bid-build, design-build, construction manager-at-risk, and job order contracts.
- Some knowledge of cost accounting as it relates to price and cost analysis.
- Considerable skill in researching and preparing highly complex specifications, solicitations and contract documents.
- Considerable skill in negotiating contracts.
- Working skill in project management.
- Working skill with computers, including automated purchasing systems and common office software and productivity tools.
- Ability to read, interpret, explain and properly apply rules, regulations, laws, policies and procedures.
- Ability to develop effective and cooperative working relationships with other departments, employees, suppliers and other public agencies.

- Ability to use judgment and initiative in making recommendations and resolving problems that are highly complex and sensitive in nature.
- Ability to effectively communicate orally and in writing, including the ability to convey complex and technical subjects in a clear, concise and positive manner.
- Ability to establish schedules and to complete projects on a timely basis.
- Ability to successfully deal with all persons in a fair and equitable manner.
- Ability to make difficult decisions and award contracts impartially and objectively.
- Possess complete integrity and a high sense of personal and professional ethics.

## Government Buyer

### **Nature of Work:**

Under direction, performs traditional purchasing work including the development, supervision and related functions of the purchasing activities for government. This position is responsible for all aspects of purchasing within the dollar limits prescribed by law.

### **Duties and Responsibilities:**

1. Perform necessary purchasing procedures for the acquisition of supplies and services such as heavy equipment, large tools, motor vehicles, automated office equipment and supplies, fuels, chemicals, consulting services, industrial equipment, and service and construction contracts.
  - a. Review and prioritize requisitions and proposed specifications.
  - b. Research existing needs in order to match current market availability.
  - c. Prepare bid requests and specifications.
  - d. Schedule, receive, and analyze bids.
  - e. Recommend proposals regarding the awarding of bids.
  - f. Monitor vendor compliance with all terms and conditions of the purchase order.
  - g. Provide necessary documentation to clerical staff, departments, divisions, officials, and vendors.
2. Coordinate purchasing procedures among departments and divisions
  - a. Compile department and division requests for similar products and services.
  - b. Serve as liaison between the Purchasing Department and other government departments and divisions.
3. Perform related duties as required.
  - a. Recommend contracts for and monitor the disposal of surplus equipment, materials, and supplies.
  - b. Resolve complaints from users, vendors, and the public.
  - c. Interview and research potential and new vendors.
  - d. Provide input for the maintenance of vendor and commodity files.
  - e. Maintain current knowledge base of current developments in the purchasing.
  - f. Review new marketplace products and services.
  - g. Participate in planning and improving Purchasing Department operation
  - h. Assume the responsibilities of Purchasing Agent upon request.
  - i. Perform work in order to determine source of products, goods, and services.
  - j. Evaluate suppliers, goods, services, bids, and proposals.

### **Minimum Qualifications:**

**Education and Training:** A Bachelor degree in Accounting, Public Administration, Business Administration, or a related field from an accredited college or university.

**Work Related Experience:** Minimum of two (2) years of verifiable experience in a professional purchasing position; or verifiable experience equivalent to five (5) years in a position with duties closely related to those of the Buyer; or five (5) years of verifiable training and/or experience combining the responsibilities and education listed above.

**Required Certifications:** Certified Professional Public Buyer (CPPB) or equivalent preferred. Must obtain CPPB within three (3) years of being placed in this position.

#### **Knowledge, Skills and Abilities:**

- Extensive knowledge of current principles, practices and methods of public sector purchasing.
- Knowledge of the principles and practices of marketing.
- Knowledge of equipment, materials, and services required by a government.
- Knowledge of electronic procurement data processing systems.
- Knowledge of management operations and quantitative analysis techniques applicable to procurement functions.
- Knowledge and understanding of current purchasing statutes, regulations, policies, procedures, and programs.
- Knowledge of commonly used business software for personal computers.
- Skill in cost-reduction techniques.
- Skill in pricing and cost analysis.
- Skill in contract negotiation
- Skill in operating and evaluating a public purchasing system.
- Skill in evaluating and comparing the product specifications contract details, and cost elements of a bid proposal.
- Skill in the operation of a personal computer and related software.
- Skill in managing and tracking multiple projects concurrently.
- Skill in communicating logically and accurately in oral and written forms.
- Ability to research and compare product, quality, performance, and options with requirements of the government.
- Ability to establish and maintain harmonious and cooperative relationships with supervisors, co-workers, vendors, and the general public.
- Ability to exercise good judgment and accept personal responsibility.
- Ability to communicate on a one-to-one basis or before groups to provide or obtain information.
- Ability to prioritize, schedule, and undertake concurrent work assignments.
- Ability to evaluate and apply pertinent trade information.
- Ability to assume the purchasing, management, and supervisory responsibilities of the Purchasing Agent as requested.
- Ability to perform sedentary work, defined as lifting 10 pounds maximum and occasionally lifting and/or carrying such articles as dockets, ledgers, and small tools.
- Ability to occasionally lift and/or carry objects weighing up to 50 pounds (for example, boxes of paper and various office supplies).

- Ability to transport oneself to, from, and around sites of public meetings, projects, and customer contacts.
- Ability to attend work on a regular and reliable basis.

## **Purchasing Technician**

### **Nature of Work:**

Under direction, the purpose of the position is to acquire services, supplies and goods as required by the assigned department at a competitive price in a time-efficient manner and to provide basic routine administrative support work relating to the purchasing function. Position is responsible for the submission of invitation to bid; review, analysis, and purchase of supplies, services and goods; review of methods of acquisition; and preparation of purchase orders and related documentation. Performs related work as directed.

### **Duties and Responsibilities:**

1. Checks and reviews market sources and vendors to ensure most cost effective and competitive pricing for the purchase of commodities.
2. Determines and reviews methods of acquisition including method, time and place, and courier as appropriate.
3. Creates files and updates vendor files and related documentation.
4. Prepares invitations to bid and requests for proposals and/or quotes from vendors.
5. Submits advertising of bids to newspapers and corporations and vendors as appropriate.
6. Receives, reviews, and determines compliance with requirements of bids or proposals.
7. Reviews, monitors and performs follow-up of bids and purchases to ensure continued compliance with contracted vendors, and provides direction accordingly.
8. Reviews bids, contracts and related documentation to verify for accuracy and completeness.
9. Generates and files departmental related reports or documents relating to the Department's purchasing function.
10. Maintains up-to-date vendor relationships and customer service with vendors and end-users.
11. Maintains current knowledge of trends and developments regarding governmental purchasing procedures, regulatory changes, and new technologies.
12. Maintains files and scan (bids & contracts) documents

### **Minimum Qualifications:**

**Education and Training:** High school diploma or GED; supplemented by college level coursework with emphasis in Business Administration, Public Administration, Purchasing, Marketing or closely related field; Associate's degree preferred.

**Work Related Experience:** Minimum of one (1) year previous experience in administrative support functions related to the governmental purchasing function, such as at the Purchasing Assistant or Coordinator level; or an equivalent combination of education, training, and experience.

**Required Certifications:** Must possess and maintain a valid Driver's License.

**Knowledge, Skills and Abilities:**

- Knowledge of generally accepted purchasing principles, established procedures, departmental guidelines, and regulatory requirements applicable to the work.
- Ability to understand, follow and direct written and oral instructions.
- Ability to read, update, evaluate and maintain various records and files.
- Ability to access, operate and maintain various software applications.
- Ability to clearly communicate information both orally and in writing.
- Ability to operate basic office equipment, e.g., computer terminals, printers, copy machines, telephone systems, facsimile machines, and other digital-based equipment.
- Ability to develop and implement policies and procedure for the utilization of vendor catalogues, commercial registers, directories, office files and other recourses for the procurement of goods and services.
- Skill in the principles and practices of governmental purchasing management and analysis.
- Skill in performing routine-to-moderately complex mathematical computations and tabulations accurately and efficiently, as they relate to purchasing.
- Skill in establishing and maintaining effective working relationships with all personnel, departmental personnel and supervisors, and vendors.

## Conclusion

Public procurement is ready to take shape as a new profession. However there are a couple of issues that need to be resolved before it can claim such a status. This report fulfills one such issue; identifying the unique nature of the job.

To generate the job descriptions, a multi-method approach was utilized to develop a series of job descriptions for public procurement. The methods employed included an extensive review of the literature. This review found there were two major works in the area; Lawther and the Australian Procurement Division to name the two primary sources (see Appendix A and D, respectively). Then the Job Analysis conducted by Prometric on behalf of the UPPCC was analyzed to determine if there were different dimensions within all the associated task and knowledge statements that would warrant distinction between various grades within the job classification. Finally the defined job descriptions were sent to SME's for comments and suggestions.

In all, the job descriptions identified in this Report should establish the foundation for moving forward is standardizing the professional classification system necessary for public procurement to be considered a profession. It should be noted that the five (5) grades/levels within the occupation require different levels of KSAs. Although there was no attempt to differentiate between the grades relative to whether they were professional in nature, review of the demands of each job would suggest that the CPO, Procurement Manager, and the Procurement Analyst positions be considered the professional grade, while the Government Buyer and Procurement Assistant be considered an occupational rank.

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**Appendix A**  
**Job Descriptions Developed by Wendell Lawther**

**Public Procurement Professional I**  
**Public Procurement Professional II**  
**Public Procurement Professional III**  
**Public Procurement Professional IV/Purchasing Manager**  
**Public Procurement Professional V/Purchasing Director**

## **Public Procurement Professional I**

This is the lowest level position in the public procurement career path. The only exceptions may be if a mail clerk position exists; or an inventory control position.

### **Common/Typical Tasks/Duties or KSA's**

- Maintains purchase order and contract files.
- Audits purchase orders, payment vouchers, contracts, invoices, delivery, verifications and
- Reviews packing slips for accuracy of pricing, extensions, discounts, and remittance address.
- Reconciles vendor statements; researches problem invoices; enters payment information for purchase orders and payment voucher into computer system.
- Assists vendors and various departments researching and providing information on the status of payments, shipping dates, purchase orders, bids/proposals, and invoices.
- Provides data entry onto the purchasing and capital asset system
- Assists with inventory control
- Expedites shipments.

### **Other Tasks/Duties Not as Common**

- Issues purchase orders up to the amount prescribed by audit standards and internal policies and procedures; acquires appropriate back-up to authorize purchase and maintains documents for the files.
- Analyzes costs and savings of ordering supplies in various quantities;
- Evaluates and participates in evaluating quality and type of individual products based on users' needs.
- Maintains department website (as webmaster)
- Assists staff in the research and preparation of specifications and requests for quotations of prices.
- Assists the department Procurement Card administrator in a variety of activities such as scheduling classes, providing training, maintaining cardholder data base, and tracking and reviewing card usage.
- Presents documents for authorizing payment of materials and services.
- Prepares periodic financial and statistical reports

## **Public Procurement Professional II**

### **Common/Typical Tasks/Duties or KSA's**

#### **A. Lower level**

1. Purchases largely routine and repetitive goods and services in accordance with purchasing requisitions assigned under supervision. Reviews requisitions; Determines if items can be purchased from existing contracts; issues Invitation to Bids. Holds bidder conferences.
2. Utilizes previous purchase documents to formulate or complete specifications and new bid packages. Writes some new specifications as assigned.
3. Manages assigned contracts from purchase through delivery, acceptance and payment. Locates supply sources. Deals with vendors - heavy vendor contact to obtain product or service information such as price, availability and delivery schedules, Handles complaints; Administers contracts to ensure that goods and services are delivered consistent with contract and bid specifications.
4. Provide liaison assistance between County departments and vendors.
5. Assist County departments in assessing their needs; advise departments on quantities to be purchased to obtain better prices; provide information on how to prepare specifications for purchases and requisition procedures. Confers with departments on the standardization and need of supplies

#### **B. Mid/Higher Level**

1. Evaluates major bids—assists or leads (all bids or only major ones?)
2. Prepares major bids
3. Oversees budgets and staff planning, including staff training
4. Supervises assigned staff, e.g., purchasing technicians, inventory control, data entry: Assigns work; evaluates performance; exercises disciplinary proceedings, etc.

### **Other Tasks/Duties Not as Common/More Advanced**

1. Establishing, developing and maintain procurement policies
2. Oversees Warehouse or centralized storeroom
3. Oversees Contract Administration function

## **Public Procurement Professional III**

### **Common/Typical Tasks/Duties or KSA's**

1. Performs complex purchasing practices to include planning, organizing, coordinating and preparing specifications. These practices include:
  - Prepares and writes requests for proposals, requests for bids, requests for quotes, requests for information, complex or specialized contracts,
  - Sets up contractual conditions, revises and develops a wide variety of contracts, and authors reports, and correspondence.
  - Assists departments in preparing highly technical specifications.
2. Administers complex bids and contracts.
3. Handles the bidding of building construction, building remodeling, architectural services, engineering services and other professional services.
4. Assists in training buyers and support staff, relating to procurement support. May direct and review the work of Buyers and Assistant Buyers for completeness and compliance with Federal, State, and County procurement laws and regulations.
5. May assist lower level personnel in the preparation of the more difficult or complex specifications for bid requests.
6. Conducts cost-of-work/value analyses to evaluate potential savings through change of systems and equipment; recommends cost saving strategies

### **Other Tasks/Duties Not as Common/More Advanced**

1. Oversees City's Purchasing Card program and recommends improvements/changes
2. Creates unique procurement documents and/or methodologies to address special procurement requests.
3. Supervises the transfer of surplus or unused supplies and equipment between departments as needed, and the sale of all supplies and equipment which cannot be used by any agency or which have become unsuitable for City use.
4. Serves as the City's liaison for printing requests.
5. Conducts studies of inventory levels and product use. Approves new inventory levels. Resolves problems of standardization of stock items
6. Presents training materials to departments as approved by the Purchasing Director.

**Additional Knowledge/Skills/Abilities to support Tasks Listed Above**

1. Skill in using public e-procurement system.
2. Negotiation, project management, problem solving, and analytical skills.

## **PPP IV/Purchasing Manager**

### **Common Tasks/Duties/KSAs**

1. Develops, reviews and approves new or improved administrative and purchasing procedures to ensure economy and efficiency of operation.
2. Manages long-range purchase planning and needs analysis to simplify and standardize services and commodities and to reduce fiscal year procurement costs.
3. Manages and participates in the preparation of financial and administrative reports for upper management.
4. Manages procurement personnel in the review, processing and monitoring of contracts, bids, and purchase orders. Establishes priorities and standards. Reviews the more difficult and complex assignments, including the creation of complex bid proposals and specifications.
5. Presents recommendations on purchases requiring upper management and/or Council approval.
6. Interprets and directs the development of contract provisions and reviews contracts for accuracy.
7. Evaluates and approves changes prior to bid and renewal.
8. Interfaces with vendors to achieve conflict resolution. Investigates claims where vendors fail to provide services or materials as specified and recommends action (i.e., penalty).

## **PPP V/Purchasing Director**

### **Common Tasks/Duties/KSAs**

1. Prepares departmental budget; manages approved funds.
2. Hires, trains, supervises and evaluates Purchasing Department staff.
3. Interfaces with various County/City departments and provides recommendations in response to departmental requests for guidance in the decentralized procurement of goods and services as performed by the departments.
4. Confers with the County/City Chief Executive Officer to formulate policy and establish standards for departmental operation and with the County Commissioners/City Council to formulate and establish standards for County purchasing policy.
5. Confers with legal counsel and risk management concerning laws and policies pertaining to procurement.
6. Develops purchasing procedures in accordance with statutory requirements and good business practices and guides the refinement of processes for the procurement of supplies, materials, equipment, services, architectural and engineering services and certain public work projects.
7. Assigns types of purchases to staff members; assists them in interpreting and devising specifications for new and complex equipment.
8. Reviews bids where selection of lowest bid does not appear desirable.
9. Meets regularly with members of the business community in the conduct of normal business; assists them in understanding how to do business with the County in a manner advantageous to both.
10. Plans and implements long range goals and objectives for the Purchasing Department and monitors progress of these goals and objectives by devising pertinent metrics as deemed necessary.
11. Promotes cooperative purchasing with other governmental agencies and political subdivisions and discusses and resolves mutual problems.

### **Other Duties not Common**

1. Directs the disposition and or destruction of surplus, obsolete, and worn-out county personal property, supplies and equipment through trade-in, transfer, or sale and in a manner deemed by the Purchasing Director to be most advantageous to the County.
2. Provides general management of the Mail Center Supervisor in providing mail services to County departments.
3. Investigates new products and systems.
4. Conducts cost-of-work analysis to evaluate potential savings through change of systems and equipment.

**Appendix C**  
**Body of Knowledge as Defined by the UPPCC**

## 2012 UPPCC BODY OF KNOWLEDGE

Periodically the UPPCC performs a Job Analysis study to ensure that the certification exams are aligned with the skills, knowledge and abilities needed for successful job performance in the public procurement profession. The Body of Knowledge is the end result of the Job Analysis Study. A Job Analysis consists of several activities: the development of a survey tool, survey dissemination, compilation of survey results, and finally, the development of the Body of Knowledge.

The Body of Knowledge for the CPPB and CPPO Certifications below is based on input of over 2,500 active public procurement professionals from the most recent Job Analysis Study conducted in 2012. The new Body of Knowledge consists of 61 total tasks and 87 total knowledge statements representing common skills, knowledge and abilities that are essential to competent performance of buyer level positions within the public procurement profession.

Effective for the May 2014 testing window, the CPPB and the CPPO certification examinations will cover all six domain areas listed below. The percentage of the exam that will come from each of the six content domain areas is indicated by the percentage listed to the far right of each content domain heading.

### I. PROCUREMENT ADMINISTRATION

*Knowledge of:*

- A. common procurement performance measurement criteria (e.g. cycle time, inventory turns, customer satisfaction, number of disputes)
- B. automated procurement systems (e.g., electronic requisitioning)
- C. solicitation and contract file contents
- D. cooperative procurement programs
- E. value analysis (e.g., cost-reduction, cost avoidance, total cost of ownership)
- F. procurement audit and review processes
- G. purpose for department audits and reviews
- H. e-procurement programs
- I. supplier diversity programs (e.g., small, disadvantaged, minority-owned, women-owned, socio-economic business programs)
- J. sustainable procurement initiatives
- K. procurement policies and procedures (e.g., approvals, delegated level of signature authority)
- L. budgeting methods (e.g., performance based, zero based, line item)
- M. impact of budget cycle (e.g., lead times, receipt of goods, payment of goods)
- N. operational forms and templates (e.g., checklists, purchase orders, Request for Proposals boilerplate)
- O. procurement card programs
- P. process improvement programs (e.g., benchmarks, customer surveys)
- Q. standardization programs (e.g., materials, procedures, specifications)
- R. procurement trends
- S. procurement information resources (e.g., NIGP, Responsible Purchasing Network)
- T. professional values (e.g., ethics, guiding principles)

- U. outreach methods for internal and external stakeholders (e.g., tradeshows, training, networking, social media)
- V. team dynamics
- W. personnel management

*Associated Tasks/Responsibilities:*

1. design and maintain operational forms and templates (e.g., checklists, requisitions, solicitation boilerplate)
2. implement an automated procurement system (e.g., integrate business processes, interfaces)
3. administer a procurement card program (e.g., training, promoting, auditing, policies and procedures for use, implementation)
4. administer an e-procurement (conducting all or some procurement functions over the internet) program (e.g., training, promoting, auditing, policies and procedures for use, implementation)
5. implement a standardization process (e.g., materials, procedures, specifications, records retention/management)
6. implement operating work policies, guidelines, and procedures for the control of the department's work flow (e.g., training manuals, Code of Ethics, Standard Operating Procedures [SOP], process improvement)
7. interpret policies and procedures (e.g., apply policy situationally, respond to questions about policies and regulations)
8. establish cooperative procurement programs with other public agencies/private organizations
9. implement a sustainable procurement program (e.g., buy-recycled programs, green initiatives)
10. audit the procurement process (e.g., ratification process, confirming orders, identifying illegal purchases, unauthorized commitment)
11. prepare operating budget
12. manage purchasing department personnel (e.g., evaluate, counsel, discipline, coach)
13. train purchasing department personnel
14. promote purchasing department to Administration and other key stakeholders
15. originate and maintain procurement files
16. develop and maintain job descriptions and duties for procurement staff/team

## II. SOURCING

*Knowledge of:*

- A. product specifications, descriptions, and prices (e.g., order history)
- B. scope of work for service contracts
- C. benchmarking techniques and processes
- D. procurement methods and techniques (e.g., request for proposal [RFP], invitation for bid [IFB], best value)
- E. supply and demand concepts
- F. total cost of ownership concepts
- G. make, lease, or buy concepts
- H. market research resources

- I. roles and responsibilities in the procurement process
- J. special considerations for supplies (e.g., controlled goods, hazardous materials, material and inventory management, re-use and recycling)
- K. requisition approval process (e.g., funds availability, appropriate authorizations)
- L. laws, regulations, and ordinances
- M. specification requirements (e.g., completeness, accuracy)
- N. specification types (e.g., design, performance)
- O. contract types (e.g., blanket order, term contracts, incentive)
- P. contract terms and conditions
- Q. small dollar purchases (e.g., telephone quotes, fax quotes, e-mail, procurement cards)
- R. competitive sealed bids and proposals
- S. competitive negotiations
- T. supplier preference programs (e.g., local, small business, minority-owned, woman-owned)
- U. noncompetitive procurement (e.g., sole-source, single source)
- V. emergency procurement
- W. cooperative procurement (e.g., joint solicitation, piggyback)
- X. professional services procurement (e.g., architect and engineering, legal, physician, accounting, insurance)
- Y. construction procurement
- Z. pre-solicitation conferences
  - AA. solicitation process (e.g., issuing solicitation, addenda, solicitation openings)
  - BB. offer evaluation (e.g., responsiveness, responsibility, price analysis, cost analysis)
  - CC. sources of services and/or supplies
  - DD. methods of payment
  - EE. payment types (e.g., progress, advance, retainage, incentive)
  - FF. fair and open competition concepts
  - GG. protest processes and procedures
  - HH. hearing processes and procedures
  - II. debrief processes and procedures
  - JJ. supplier requirements (e.g., space, delivery, industry standards)
  - KK. contract document preparation
  - LL. award recommendation process
  - MM. contract approval process (e.g., legal, risk management, health and safety)

*Associated Tasks/Responsibilities:*

1. utilize an internal automated procurement system
2. utilize an e-procurement system
3. ensure compliance with supplier diversity policy (e.g., minority, women, small business, socio-economic, disadvantaged)
4. ensure compliance with sustainable procurement programs (e.g., buy-recycled programs, green initiatives)
5. review procurement requests for compliance with established laws, policies, and procedures (e.g., bid thresholds, small business programs, completeness of specifications, available funds, appropriate approvals)

6. conduct market research to ascertain the use/availability of commercial items and services
7. make recommendations to requester regarding make, lease or buy decisions
8. obtain historical information for decision making (e.g., forecast estimated demand, sourcing, procurement method)
9. analyze economic conditions affecting specific procurements
10. identify sources of services and/or supplies
11. select method of procurement (e.g., small purchases, procurement card, competitive sealed bids, competitive proposals, cooperative purchasing)
12. develop solicitation document (e.g., product specifications/scope of services, terms/conditions, performance period)
13. review solicitation document (e.g., consistent language, no conflicting requirements)
14. select contract type (e.g., blanket order, term contracts)
15. solicit competitive quotes
16. solicit competitive sealed bids/tenders
17. solicit competitive sealed proposals
18. ensure a transparent solicitation process that provides for open and fair competition
19. identify evaluation methodology/criteria and select team
20. conduct pre-bid or pre-proposal conferences
21. prepare and issue addenda
22. analyze and evaluate solicitation responses (e.g., responsiveness, responsibility)
23. prepare and make recommendation for award
24. respond to protests and inquiries (e.g., procedure, process, hearings)
25. select payment methods and options
26. review supplier samples and/or demonstrations with the buying organization management and/or customer departments
27. prepare and execute contractual documents (e.g., contract, award letter, acceptance agreement, purchase order)
28. conduct post-award respondent debriefing
29. mitigate risk through development of terms and conditions

### III. NEGOTIATION PROCESS

*Knowledge of:*

- A. negotiation strategies and techniques (e.g., conflict resolution)
- B. problem-solving and decision-making techniques and processes
- C. negotiation process and documentation requirements

*Associated Tasks/Responsibilities:*

1. select negotiation team members and assign roles
2. prepare negotiations strategies (e.g., goals, outcomes, tactics, positions)
3. conduct negotiations (e.g., pricing, terms, renewals, best and final offer, best alternative to a negotiated agreement)
4. document negotiation process and results

### IV. CONTRACT ADMINISTRATION

*Knowledge of:*

- A. techniques to ensure supplier compliance to specifications (e.g., receipt inspection, site visits, item sampling/testing)
- B. techniques to evaluate supplier performance
- C. elements of a contract
- D. contract management (e.g., performance, ongoing risk)
- E. contract performance deficiencies, disputes, and resolutions (e.g., notice to cure, liquidated damages)
- F. contract modifications (e.g., change orders, amendments, escalation)
- G. contract termination (e.g., default, convenience, non-appropriation)
- H. contract renewal process
- I. contract close-out (e.g., substantial completion, service transition, lien waivers)

*Associated Tasks/Responsibilities:*

1. conduct a post-award start-up conference
2. evaluate contractor/supplier performance (e.g., quality control)
3. monitor contractor/supplier compliance (e.g., insurance requirements, licensing and bonding requirements, prevailing wage, warranties)
4. modify contracts
5. remediate contractor/supplier non-compliance (e.g., cure notice, show cause notice)
6. resolve contract disputes
7. terminate contracts (e.g., default, convenience, non-appropriations)
8. conduct contract closeout activities

## V. SUPPLY MANAGEMENT

*Knowledge of:*

- A. ordering process (e.g., route, expedite, follow-up)
- B. inventory management techniques and principles (e.g., Just In Time, min/max levels, Last In First Out, First In First Out)
- C. disposition of obsolete and surplus equipment and materials
- D. asset management
- E. supply chain management

*Associated Tasks/Responsibilities:*

1. follow-up and expedite orders
2. resolve delivery and receiving problems
3. maintain inventory (e.g., safety stock, stocking levels)
4. design internal distribution channels
5. account for assets (e.g., fixed, capital, consumable, tagging and tracking)
6. establish warehouse shipping and receiving processes (e.g., acceptance, rejection)
7. select method of disposal for obsolete and surplus equipment and materials
8. dispose of obsolete and surplus equipment and materials
9. facilitate movement of goods (e.g., transportation logistics, delivery locations, clearing Customs)

## VI. STRATEGIC PROCUREMENT PLANNING

*Knowledge of:*

- A. analytical techniques (e.g., Pareto analysis)
- B. research techniques
- C. forecasting techniques and strategies
- D. procurement strategies based on forecast data, market factors, and economic trends
- E. strategic planning
- F. cost/benefit analyses on future acquisitions
- G. contingency/continuity of operations plan (e.g., disaster preparedness)
- H. succession planning

*Associated Tasks/Responsibilities:*

- 1. establish the mission statement, vision, and operating values of the procurement department
- 2. uphold and promote the mission, vision, and values of the procurement department (e.g., ethics, diversity, professionalism, accountability)
- 3. conduct value analysis (e.g., cost-reduction, cost avoidance, total cost of ownership)
- 4. implement goals, objectives, and measurement criteria for procurement department
- 5. monitor professional and legislative trends and laws (e.g., rules, regulations, executive orders)
- 6. conduct business analyses (e.g., outsourcing, privatization, partnering)
- 7. analyze economic trends and conditions that affect procurement
- 8. conduct cost/benefit analyses on future acquisitions
- 9. implement a process improvement plan (e.g., stakeholder satisfaction, remediation)
- 10. plan and implement procurement strategies and objectives based on forecast data, market factors, economic trends, and customer needs (e.g., strategic sourcing, staffing)
- 11. formulate a procurement contingency/continuity of operations plan (e.g., disaster preparedness, supply chain)
- 12. develop staff succession plan