



From Compliance to Leadership: Advancing Public Procurement in Light of the Gallant Commission

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Introduction

The Province of Quebec is well known for using public commissions and inquiries to investigate on issues related to the procurement cycle

2011-2015 Charbonneau Commission

2025-2026 Gallant Commission

Let's see what you know with a few more trivia questions...



Trivia Q6

What kind of issues were investigated in the Charbonneau Commission?

- A. Corruption
- B. Collusion
- C. Organized crime infiltration
- D. All of the above



Trivia Q7

What kind of project was investigated as part of the Gallant Commission?

- A. An IT Project
- B. A construction project
- C. A medical equipment contract
- D. A contract for the purchase of wind turbines



Introduction

The *Gallant Commission* investigated cost overruns and failure of the project called

saaq clic 

**Société de l'assurance
automobile**

Québec 

Avec vous,
au cœur de votre sécurité



Introduction

About the Société de l'assurance automobile du Québec (SAAQ)?

The provincial agency responsible for managing driver's licensing, vehicle registration, road safety and compensation for traffic accident victims in Quebec through a public insurance plan for personal injuries.

In 2015 an important IT modernization project was approved by the Government of Quebec which included the modernization of the SAAQ IT infrastructure

In 2017 the main framework contract for the SAAQclic project awarded to an alliance formed by SAP and LGS (an IBM subsidiary)



Introduction

The original contract was valued at approximately

\$458,4 millions

Calculations from the Auditor General of Quebec in a report lead to a total project spent of...

\$1,1 billion

Pressure from the public lead to creation of the Gallant Commission



Introduction

The media placed particular emphasis on several dimensions associated with the SAAQcliq project...

Financial overrun

Political accountability of the government

Chaotic launch and impacts on the public

But what about the procurement process and contract management phase?



Background

Beyond the public hearings where witnesses appear before the Commissioner to be questioned, the Commission also conducts public consultations that allow stakeholders to submit their reflections in the form of a white paper.

CPPC therefore submitted a brief presenting its reflections and recommendations as part of the Commission's work.

With a particular emphasis on the procurement process and contract management.

Following the submission of its white paper CPPC was invited by the Commissioner to present it!



Key Findings

Large-scale IT projects are difficult and complex!

They are ambitious.

The true user need is hard to identify.

They come with internal and/or political pressure.



Key Findings

In addition, there are structural and governance challenges

Grey areas of responsibility in line with authority

Delegations of authority

Procurement authority

Contract management vs. Execution

But also...

Grey areas of responsibility regarding the roles and responsibilities associated with the procurement cycle, driven by biases related to the required expertise...



Key Findings

Was the definition of needs a determining factor in this project?

Proximity with certain service providers.

The desire to move quickly upstream in the process entails risks.

Grey areas can lead to significant risks of drifts.

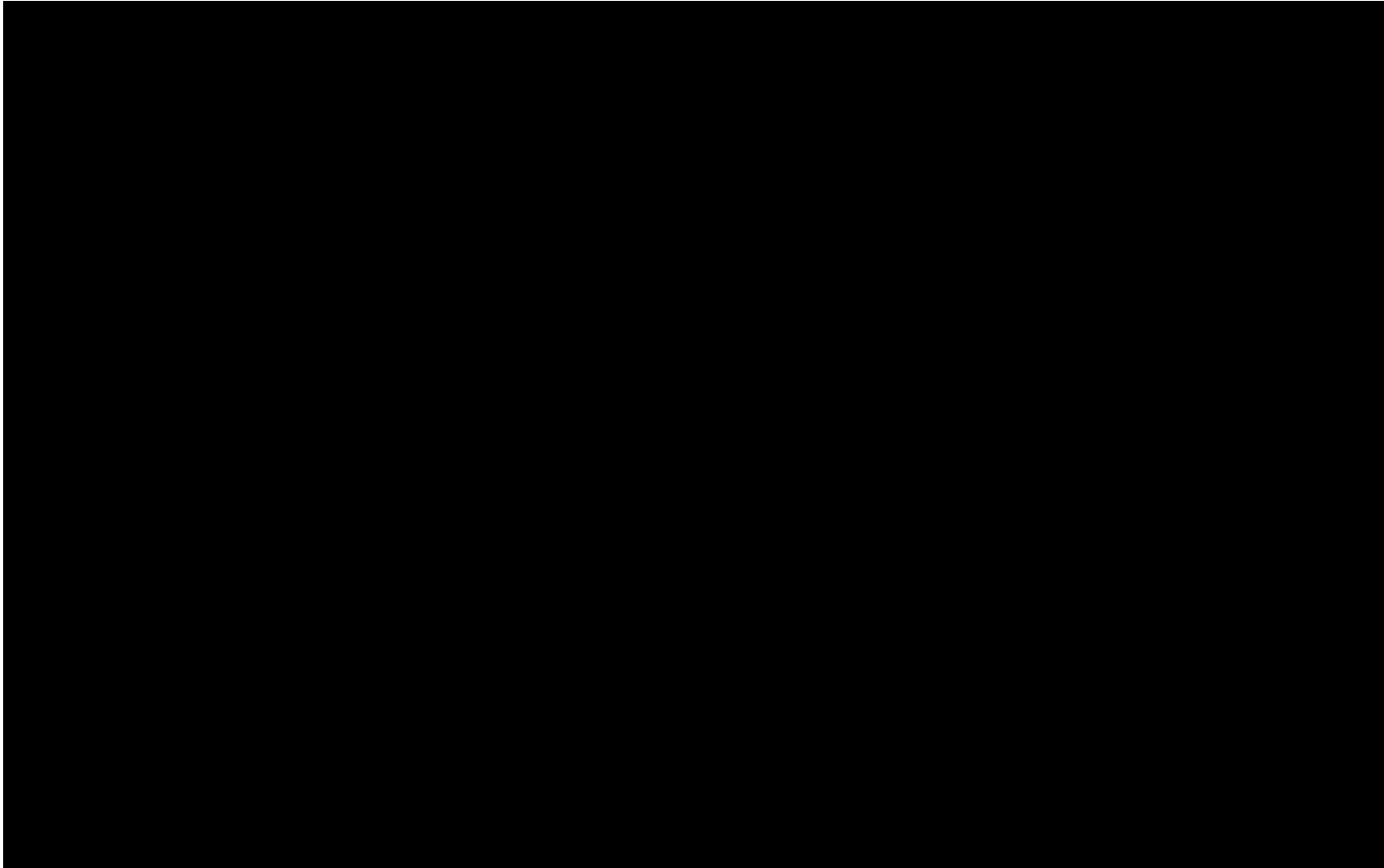
Have we defined a need or a solution?

What about the market's ability to meet the need while maintaining a context of healthy competition?

What was the role of the procurement function in the needs-definition process?



Defining Needs – As if It's ever that easy!



Key Findings

If we take a closer look at the role of the procurement function—and more specifically how it may be perceived internally...

Value enabler vs Roablock

Strategic partner vs Bottleneck

Value driver vs Source of friction

Do we have a role to play in shaping these perceptions?

Does the organization also have a role to play?



The Position in the Hierarchy?



Vice-présidence aux finances et à l'administration

MARTIN SIMARD

Direction générale des ressources matérielles et immobilières et contractuelles : **François Tailleur**

Service de la gestion des ressources matérielles : **Christian Roy**

Direction de la gestion immobilière : **Daniel Lavoie**

Service de l'exploitation, de la location et de la sécurité : **Jean-François Laberge**

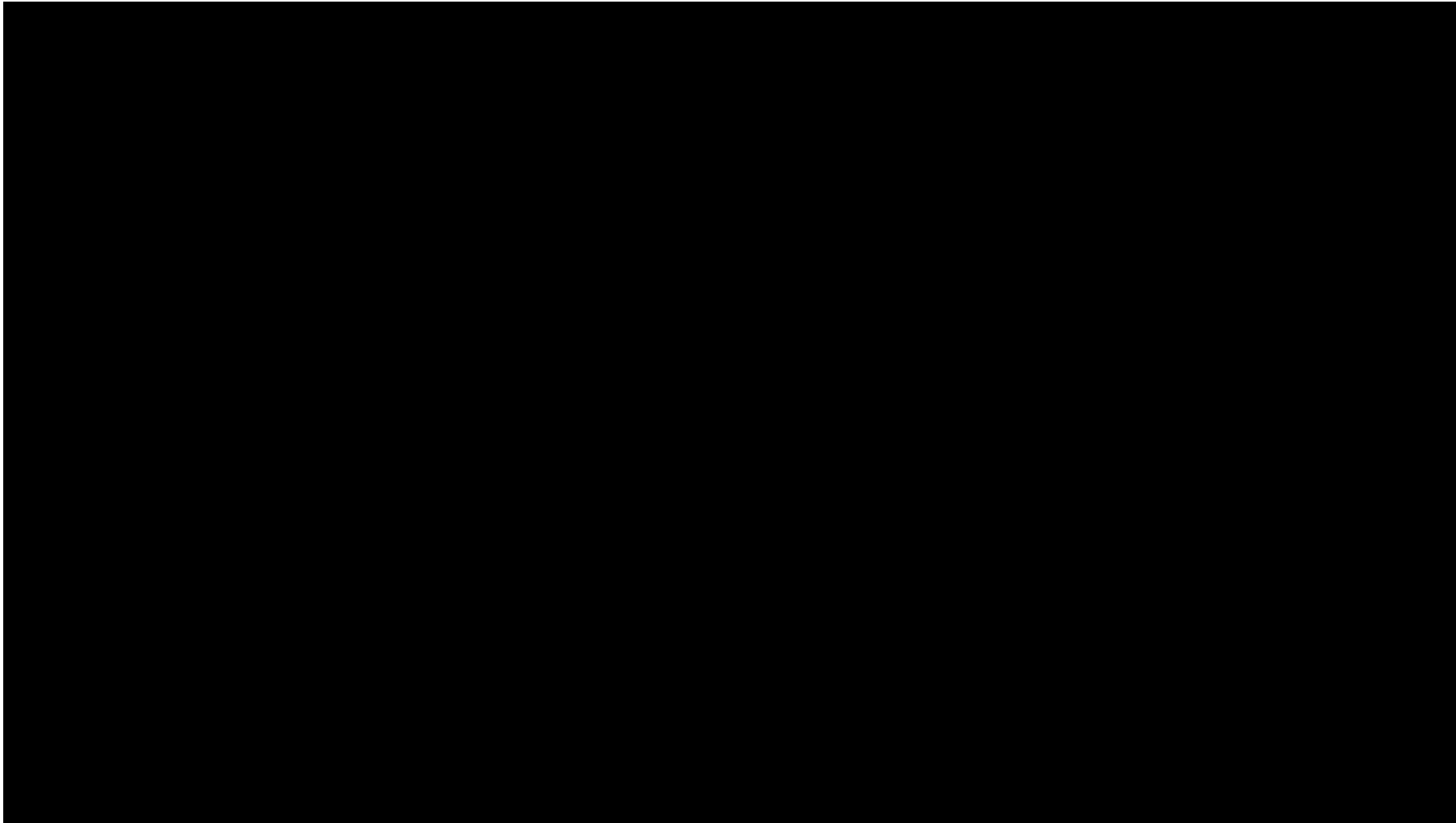
Service de l'aménagement, de l'ingénierie et de l'ergonomie : **Isabelle Leclerc**

Direction de la gestion et de la conformité contractuelles : **Marc-André Toupin**

Service de la conformité contractuelle : **Marylin Martineau**

Service des opérations contractuelles : **Marc-André Toupin**, intérim

Relationships with partners...



Key Findings

What about contract management processes?

A poorly defined role creates gray areas around responsibility and accountability

Are the rules and procedures associated with these processes clearly defined?

Unclear contract management mechanisms contribute to a loss of control over cost overruns



Key Findings

Is contract management handled by a party that is neutral in order to:

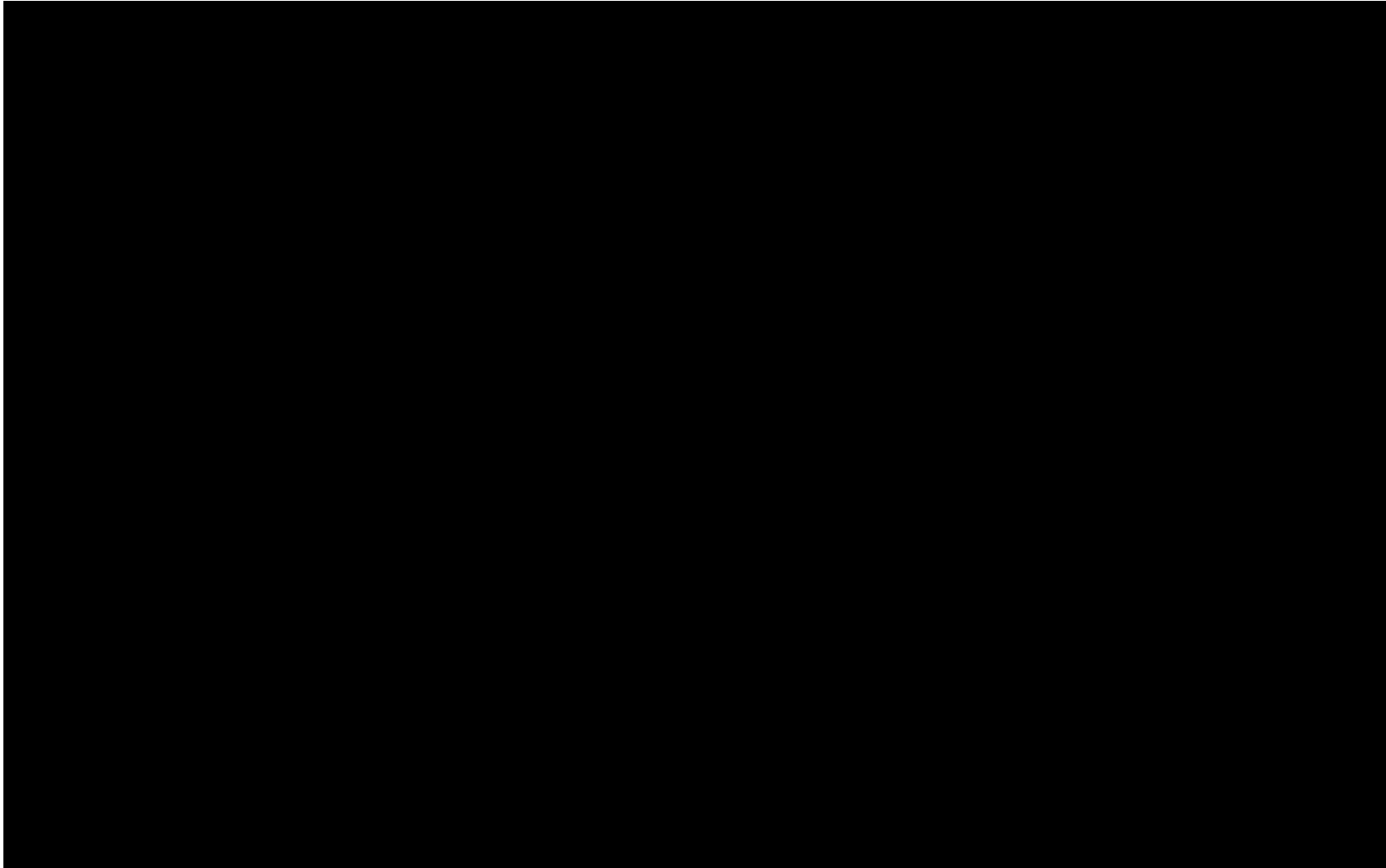
Provide a neutral interpretation of the contract, from both a commercial and legal standpoint

Negotiate in the organization's best interests

Preserve the contract's original intent



The million-dollar question...



Our Key Recommendations

Strengthening the procurement function within public organizations

Strengthening the role of the procurement professional

Professionalizing the procurement function

Training stakeholders

Fostering a culture of responsibility and accountability



What Can We Do Now?

Project failures like this one reinforces the fact that procurement can be a strategic partner

However competencies must follow that evolution

As a National association dedicated to public procurement it is in our mission to advocate for the profession like we did in the Gallant Commission

We must also play an active role to elevate the profession and be a catalyst in different initiatives that will lead to the creation of resources for the profession in Canada



Public Procurement Competency Framework

A structured guideline that outlines the necessary skills, knowledge, and behaviors required for professionals working in public procurement.

A foundational tool to ensure that procurement activities within government agencies are conducted effectively, efficiently, and ethically.



Public Procurement Competency Framework Goals

Clear Role Definitions and Competency Levels

Establish a consistent set of procurement roles, skills, competencies and proficiency levels

Professional Development

Support training, certification, and career development pathways for procurement professionals

Improved Procurement Performance

Enhance efficiency, transparency, and value-for-money in procurement processes



Public Procurement Competency Framework Goals

Ethical and Legal Compliance

Ensure procurement practices align with legal, regulatory, and ethical standards

Workforce Planning and Role Clarity

Enable organizations to assess competencies, identify skill gaps, and align talent with organizational needs

Capability Building

Strengthen procurement capacity across government entities



The Project

Work started in 2024, based on work done previously

Over 50 professionals meeting regularly

Strong CPPC involvement in leadership

Structure and alignment following Canadian General Standards Board (CGSB)- technical committee standards

Multiple-committee plan with strong community leaders



The Project

First stage of a multi-year project

The winding down of CGSB forced us to pause the project

We are in the process of transitioning to another Standards Development Organization

Public consultation

Apolitical - Not Industry Specific

Applicable to all levels of government across the Country



Competencies Aligned Around Six Domains of Expertise

1. Legal, Governance & Regulatory Framework
2. Sourcing process
3. Planning & Analysis
4. Strategic Management
5. Contract Management
6. Operations Management



Competencies Aligned Around Six Domains of Expertise

Each domain is broken down into three levels with a general narrative and requirements

Foundational

Intermediate

Advanced

Competency statements in each level align and increase in responsibilities, skills and technical knowledge



Established Public Procurement Frameworks



ProcurComp EU



SCOTLAND'S NATIONAL
PROCUREMENT COMPETENCY
FRAMEWORK



Procurement competency
matrix for procurement
professionals



Expected results

Enhanced Staff Performance

Procurement staff are more confident and capable in conducting complex procurements and managing contracts.

Strategic Procurement Function

Procurement evolves from a transactional to a strategic function that supports organizational goals.

Consistency and Quality

Procurement activities across departments reflect standardized best practices, reducing risk and waste



What's next?

Finalize transition to another Standard Development Organization

Review of final documents in both official languages

**Your input will be needed so stay tuned for
upcoming public consultations!**



Another Important Initiative!



ÉNAP
ÉCOLE NATIONALE
D'ADMINISTRATION
PUBLIQUE

Another Important Initiative!

The project aims to establish a university-level degree program for the public procurement profession in Quebec.

The target audience will be Quebec public procurement professionals and leaders currently in the workforce



Another Important Initiative!

The goal:

To have a program where graduates will have a common knowledge in competencies and skills regardless of the sector of government they are in.



Conclusion

The right people with the right skills
in the right place at the right time
to deliver the best outcomes.





Kimberley Murphy
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Link to the Commissioner's report:
[The Commission - CESIS](#)



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Link to our White paper:
[Mémoire CESIS-CCMP.pdf](#)



Thank you!