



Corporate Contracts
Management Ltd

address PO Box 5574, Wellington
telephone 64 4 568 7509
mobile 027 418 4366
email margaret@corpcontracts.co.nz
website www.corpcontracts.co.nz

ECEG 2009 CONFERENCE STRATEGIC LEADERSHIP - E-PROCUREMENT

Strategic leadership is vital when looking at e-government developments and framing appropriate benchmarks. The paper will focus on the issues of strategic considerations, the available technology and the consideration of the future of e-procurement.

When looking at e-government and e-procurement we need to consider two facets which are: (1) the public and there is a generation still that is not technically savvy but also (2) the generation that is.

We equally need to recognise that when we discuss strategic leadership in respect to procurement we cannot consider in isolation of the organisation's strategic vision and direction. There needs to be a link between the two. What we need of course is to ensure that organisational values translates into effective procurement processes. This does not always occur now and it would be useful to have management who has practical and operational focus experience in procurement. One can only hope!. See below in respect to how Procurement is perceived (or perhaps how we let is be perceived?).

E. Government – overall the concept of e-government is known i.e. to inform the public on government activities through the use of the World Wide Web (www). It must be remembered that a section of the public – who are often high users of government services - does not link into this technology, therefore current methods of information transfer remain relevant and will for some time to come.

As we move forward, let us recognise that, strategically, this becomes less of an issue as the generations change and technology gets better. There will then be a requirement of transferring from either a manual system to electronic/electronic version. Consideration should be given to running a parallel system for a short period until we are confident that we have the right electronic capacity to standalone.

QUESTION: What/who is our focus?

Leadership must look past the present, and into the future to consider the following. I believe these are the front runners but I acknowledge that there are other issues as well.:

1. Environmental impacts
2. Best Practice/Benchmarking
3. Value for Money
4. Clear Tender and Contract documentation.

It will take leadership to work through these issues and to provide the necessary vision, direction and focus. These four issues are interlinked and therefore need to be considered together, as a change in any of the four can affect the outcome of all. We cannot treat each separately.

1. Environmental – this requires leadership – strong, strategic, vision and moral leadership. We cannot ignore environmental issues but there is a need for a practical direction for organisations to follow. Let us be clear about the goals and not get caught up in the latest ‘buzz’ word – only to find in the future new ‘buzz words’ arise. We do need to move on this, before we are forced to, by means of legislation. Better to be proactive than reactive.

We must get our own house in order, but also suppliers who can comply and work with us. Achievable and realistic goals must be put in place, backed up by KPIs and contract provisions. This is a moral responsibility which takes leadership to get the message across.

The environmental area is hard to ‘sell’. However, there can come a time – sooner rather than later – where this becomes a non negotiable issue. It is a case of ‘have to’ not ‘if’ or ‘when’. We need to bite the bullet – before the issue bites us!. A real issue is compliance costs and whether there can be an agreement to share such costs, especially in the short term.

Procurement internationally brings additional issues to consider not at least different legislation but also whether proposed additional costs are acceptable or not. We need to be aware of differing governmental mandates (Kyoto for example). In addition there are ethical issues to consider as well. We need to be aware of sustainable business but we also need to work through the issues as to whether, for example, corporate values recognise and accept tax surcharges.. What also needs to be considered is is an organisation is not prepared to pay additional costs. Are we expected to be good 'corporate citizens' and accept all costs, which may lead us to higher pricing, or is there room for 'saying no' and accepting the consequences whatever they may be.

2. Best Practice/Benchmarks – Best practice is the goal and benchmarking is the way to get there. Leadership is required to promote best practice and to the awareness of benchmarking for specific industries.

Benchmarking, however, needs more input:

How can we be ahead of the game?.
What will it take to achieve?.

I am focusing here on benchmarking and best practice within procurement. It is recognised that benchmarking and best practice occurs throughout the organisation but this can be fraught with difficulties to 'borrow' from others. We can get ahead of the game by wanting to be the best, recognising we have a way to go, working towards achieving what we must, and, most importantly, not just pay lip service but have practical mechanisms to achieve results.

We need to actively research and then to undertake analysis which could tell us whether we do not need to do much or that we need to do a lot – and then know what our start point might be.

A strategy is then required to ensure there is the time, resource and staffing to put in place planning as well as a business case, budget and implementation plan. A known timeframe is also required.

QUESTION: Can we afford not to have a strategic approach?

Henry Mintzberg in 'Crafting Strategy' discusses the concept of having an intuitive understanding of the organisation, a feel for the business and a realisation that a plan for the future comes from a past pattern. He also comments on how the best strategists find strategies as well as creates them. As we move forward with ever-changing technology we need to find and create strategies to ensure e-procurement and the tender/contractual process is practically feasible and workable.

Mintzberg also believes in experience and commitment – both attributes required for strategic leadership. We can learn from strategic leadership in general business and bring it to the contracts/procurement field. You would think that leadership/organisational values should flow into the procurement arena, however this is not often the case. Why? Because procurement is not recognised the way it should be within an organisation and you often find procurement being all over the place as if it did not have a home. Procurement can often be found under the Finance umbrella, sometimes Corporate Services, sometimes tucked away in a corner etc.

This is often due to procurement (1) not 'selling' the benefits and (2) has always (and sometimes still is) seen as clerical based. It would also be helpful to have leadership that has practical/operational experience in the procurement field – this to me is essential as often theory and ideas comes from areas without the practical experience in procurement. This can assist in ensuring that practical workable solutions are implemented and that unworkable ideas are recognised as such and discarded.

Benchmarking is essential but leadership is required to consider the strategic implementation of:

What to use – trade magazines, internet, word-of-mouth, associated like industries.

When to Use – strategically we need to benchmark frequently so we can plan ahead for likely costs. Benchmarking once does not work, it needs to be ongoing to be effective.

What then. – A decision might be to leave it for 12 months. At least it is a practical solution based on facts.

Learning from Others

It would be a mistake not to learn from others. We can tap into available mechanisms. However, we need to be clear about our specific requirements and not to be pushed onto another path – just because it is possible. This takes strategic leadership to 'hold the line'. We can review the available specific industry benchmarking to consider with other factors in our ongoing review.

QUESTION – Should we be a leader – or a follower:

3. Value for Money – This needs a strategic viewpoint and the question is: how do you define the concept of value for money? Is it price focus or something else?. Direction is required to establish the focus. Value for Money should cover the life of the contract i.e. whole of life.

This area that is often misunderstood and one that needs clear direction. Unfortunately buyers do not look closely at supplier pricing and don't ask questions or undertake a thorough analysis. This leads to paying of additional costs. Strategically, costs needs to be analysed over the proposed term i.e. 3 years rather than analysing per year or one-off costs run over 3 years. E-procurement

can assist, but it is people who asks the questions. There are also the intangibles to consider which can be as important as price. i.e customer service.

Working in different countries has shown there is a difference as to how Value for Money is perceived and some see relationships as more important and becomes inclusive of the term 'Value for Money'.

This is a training and experience issue and strategic leadership is required to ensure that decisions are made based on correct pricing – taking into account all pricing components. In an ideal world of course, suppliers should provide pricing based on the term. We do not, so buyers need to analyse and ask questions.

4. Tender and Contract Documentation – there is such a need to have tender and contract documentation that is relevant to each situation and to move away from templates that are (a) not relevant and (b) reduces people's capacity to think and (c) to be able to write contract clauses relevant to the situation at hand. There is a need to ensure that tender documentation is clear and concise. Contracts need to be written for the specific situation. It is ineffective to create a document that is not relevant just because of possible 'what ifs'

Mindless behaviour is not helpful. We need to make sure that our contracts are robust and to do that we need to have tender documentation that is fit for purpose and clear. That way we have a better chance of getting exactly what we are looking for by way of proposal responses.

There seems to be thinking that having a 80 page contract must be right. This is not necessarily so, you could have instead an 80 page 'door stop'. It is more important to have a contract that will be read and which incorporates the requirements, and to have clauses that protects the interests of both sides – and a contract that is managed well – by both sides. 'Cut and paste' is not the answer – and can be a real problem!. In this context 20 pages (as an example) can be more effective than 80 pages – and more likely to be read and managed well as it is better understood. Size can be off-putting.

QUESTION: Is relevancy more or less important than covering 'what ifs'.

Benefits/Negatives

Effective strategy means consideration of the benefits and negatives of e-procurement with the obvious benefits being information sharing and transparency.

The perceived negatives are: cost, time/resource and technology change. Of these, cost is the one item that can hinder whereas the remainder can be managed with appropriate planning.

There is a real need for risk management – to recognise high, medium and low risks – but more importantly how to manage and reduce the likely risks. Unfortunately we do not do this well or at all and the end result shows it.

Peter Koestenbaum in The Leadership Diamond states the following four areas:

1. Ethics
2. Vision
3. Courage
4. Reality

These four areas fit in respect to strategic leadership and e-procurement. We have mentioned vision and reality already so let us comment on ethics and courage.

Strategic leadership needs to promote ethical responsibility and to include in this topic training and education programmes for staff. With the requirements of transparency comes the essential requirement for good ethical behaviour. Strategic leadership requires courage to promote the forward vision and direction.

When it comes to e-procurement and the tender process, there is no one decision but a number of decisions to be made. A clear strategy is required with flow on for strategic leadership which ensures the whole picture is clear and communicated. A planned timeframe covering implementation milestones will help make the strategy come alive.

Strategic leadership should also cover:

1. Use of technology.
2. Managing the 'loss' of people content.

With respect to technology, the question is: how far should this be taken? Is it information transfer only or for other purposes?. We need to consider and manage security and privacy matters. In addition: once we have information data, what are we going to do with it, who owns it, where is it stored and who has access as well as the issue of who writes the rules – and who manages it.

Technology is always changing and strategic consideration is required so future technology can manage and absorb the past technology platforms. This has not been done well to date which has led to additional unplanned expenditure.

We need to be careful of changing midstream. This can be managed by early planning for requirements but also by being sure of the technology platform. Changing is costly in terms of time, expenditure and 'selling' internally. All too often staff become disillusioned by what they see as waste and poor decisions. In addition, we need to take into account other relevant areas of the organisation.

This can leave us with having, in effect, a square peg in a round hole – this does not work. You may end up with two systems – neither of which works satisfactorily. This situation may lead to loss of management technology i.e. no reporting, statistical information or analysis capability.

The result can be a budget blow out and pressure to fix but also pressure by suppliers to adapt/change – usually to their advantage. This leaves buyers playing 'catch up' and not from a position of strength – never a good way to manage. In addition the information on the old platform is, in effect, useless. These are real risks.

What are we do do with past technology platforms especially information – is it transferred over, deleted, what? This needs to be resolved by having the technical people and strategic leadership and staff work together.

QUESTION: Do we have a system for us (the buyer) or for the 'audience i.e. The public and/or bidders?

Technology and benchmarking are difficult given that technology is ever changing. Benchmarking is therefore essential to ensure that the technology being used is effective and efficient. You can use the 'pain of others' to assist your decision making especially if you benchmark against like industries. It is important that your actions are not seen by other organisations as not worth the 'pain'.

We should be able to utilise technology but need to bring balance to reduce the possibility of overwhelming the organisation. It is people who ultimately matter and make decisions in the tender process especially with respect to evaluation, presentations, negotiation, contract implementation and contract management.

We must have clarity of purpose and consider the mid to long term and to move from thinking short term. This way we can have a practical workable strategy – and not one where politics interfere – whether it be internal or external. Decisions need to be commercial in nature.

E-Procurement can be a 'cold' mechanism which does not allow for bidders asking questions. In this context people can and do meet this criteria. We should not tinker with what is not broken – just because we can!. We need to make the process more user-and time-friendly by trying to achieve contract award in a shorter timeframe without losing transparency. We can also utilise on a limited basis either rollover or renegotiation rather than rebid. However rollover should not be overused – as it often is..

QUESTION: Is time the problem or is it poor contract management?

Strategic leadership is needed to ensure so we are clear about benchmarking mechanisms – for procurement and benchmarking of technology models. Consideration of the different benchmarking mechanisms from a procurement perspective is required to ensure we are not lagging behind our peers but are benchmarking the available technology to ascertain which is best, what suits, what does not.

In Measuring e-Procurement Performance in the Australian Public Sector: Kishor Vaidya, Ping Yu and Jeffrey Soar it is stated that there are primarily four models of platforms; they are:

1. Buyer Model (few buyers, many sellers).
2. Marketplace Model (many buyers, many sellers).
3. Longer term relationship Model (Few buyers, few sellers).
4. Seller Model (few sellers, many buyers).

Also it states that the elimination of the manual process frees up the time allowing to accomplish more strategic aspects of procurement i.e.

1. Managing Relationships
2. Collaboration
3. Innovation
4. Leveraging of buyer power.
5. Improved value for money.
6. Better access to tendering information
7. Better Management information.
8. Improved information.

To me to get the best from these areas it takes people to see the possibilities and to look at and to put into practice. This reinforces the need for people.

There are plentiful technology platforms but the benchmarking should ensure that they are robust, can be adaptable, meet the current and future requirements, has capacity for upgrades etc. Extensive research and demonstrations can sort this out. It is useful to view an existing test site before committing. It is useful to run the demonstration on your system. This will give a live demonstration and confirm the ability to run. Do not undertake the demonstration at supplier premises. Do not, however, be the test site – take note of the ‘pain’ comment above!.

We need to ensure that technology does not take over to the point that we lose people contact and the 'people content'. This is already occurring in procurement. Strategic decisions cannot be made in isolation of the people involved in the process – both from a buyer and a supplier perspective. Both are needed. Technology should be a support to (a tool) not a complete replacement of people. This leads to supplier cynicism which is not helpful.

QUESTION: Do we want the right result **or** do we want the equivalent of 'boys and their toys'.

In the ‘old’ days i.e. at least five-ten years ago, buyers welcomed phone calls from suppliers and happily answered questions. Why? Because this brought about better proposal responses which in the long run benefited buyers

Now buyers seem to go out of their way - due to e-procurement and other reasons - to not encourage discussion. This is detrimental as it means that suppliers are in some instances left to guess what is required. Suppliers feel excluded and that forms a barrier.

It is sad but true that often tender documentation does not encourage phone calls. This needs to change. However it can be difficult to have a system that allows discussion but still keeps the necessary distance. This is an ongoing challenge.

I believe that communication should occur between buyer and supplier prior to the closing date and preferably phone contact so that suppliers can ask questions and follow up if required with further questions.

I recognise that the reason to reduce communication between buyer and supplier is to remove possible loss of transparency and fairness. However the result of this produces a bigger problem – lack of relevant and useful information.

I wonder about the value of non contact when later on in the tender process, i.e. interviews, negotiation and once contract awarded there is the need and importance to ascertain relational aspects. E-procurement is useful in many respects but I believe it cannot match the people aspects especially when it comes to answering questions. Nuances are lost and follow up to the original question and answer is significantly reduced.

While buyers might like to ‘hide behind’ e-procurement (for whatever reason) but often put down to efficiency, suppliers are often put off by the lack of communication. Buyers may well be missing out on proposal responses they would have got if the communication mechanism was better.

There needs to be a balance – but I would have thought that having the right supplier was the objective. Should we allow ‘efficiency’ (whose?) to get in the way?. I think not. Along with efficiency we also need an effective process – for both sides.

QUESTION: are we cutting off our nose to spite our face?

Where does this leave e-procurement? Well, I believe it is a good communication tool capturing proposal responses etc. The balance, I believe, is a mix of ‘people contact’ and e-procurement through the tender process.

Equally, this can be a factor in e-government websites where the website does not provide the information but there are only electronic options to use to enquire further. I do not think that technology should be the only mechanism. Providing phone contact details is still essential I believe.

Strategic leadership will ensure that the public does not feel disconnected from government. It would be a mistake also for government employees to lose contact with the ‘real world’. This is a challenge that needs to be managed.

How to achieve? Strategic leadership must move forward in such a manner that the direction is communicated and that input is obtained. All too often ideas are implemented from above without consideration from the ‘trenches’. The reality is often different from the idea and input from all is needed to get the best result.

Effective communication allows input from all levels and strategic leadership recognises that. Sometimes ‘bottom up’ communication can be more effective than ‘top down’ communication. Leadership must listen. Of course having leadership with practical procurement experience is helpful. (hint!).

In A Blueprint for Strategic Leadership by Stephen Wheeler, Walter McFarland and Art Kleiner it is stated that strategic leadership depends on the quality of the person as to whether leadership is

dominated by one strong person or by the ability of the leader's capability to shape the team/staff around them

They need to consider and to be able to articulate the following:

1. Sense of purpose.
2. Create effective teams.
3. Prioritize and sequence initiatives
4. Ability to execute; and
5. The ability to integrate into one coherent strategy.

Could I also add that there is a need to be able to 'sell' to others.

When considering procurement it is helpful to consider Finance, Accounts Payable and IT. Having a e-procurement platform that is not compatible with Finance is not strategically sound. The same applies for the existing IT model. This does happen!.

From a wider perspective the same applies – consultation is essential and all issues put into the planning mix. From there, the ‘nice to have’ can be removed from the ‘must have’. Doing this will influence the appropriate budget and platform used. We might be able to revisit the ‘nice to have’ and incorporate, if monies are available.

A forward plan for implementation and education has to be developed, covering all the issues to ensure consistency and cohesion – not always the case now. Take the time, do the planning well and it will be much easier to gain the benefits. All too often there is haste to ‘do something’ but the problem can be made worse by haste. The two can be done in parallel – implementation and education and hopefully both consistency and cohesion will be the outcome.

Education is the key – we can no longer afford to have staff in the procurement field that are not given training. The old days of procurement being seen as clerical based is over – or should be – and it requires leadership to promote training for **all** procurement staff – of long standing as well as new. It has to be said that training is even more vital for long-standing procurement staff. Procurement is ever changing and so should procurement thinking – staying static is not the answer. There is little or no procurement content in professional university papers. This, along with lack of targeted education, provides difficulty for education. From personal perspective I can tell you that there are extreme difficulties in getting a diploma of contract management put in place – primarily because of lack of understanding of requirements and time.

Training for other staff – It is in procurement’s interest – and the organisation as a whole – for staff to be given training in the tender and contractual process. This would go some way to reducing the ‘I want now’ syndrome. They need to know that the tender process can take three months and that is after the business case, financials, risk documentation has been done. Staff in other departments who have been trained in the organisational procurement process can help progress contract matters and be back up for key staff should there be a need.

QUESTION: how do we ensure that there is an appropriate training environment for **all** buyers?

Looking Ahead.

While e-procurement and e-government is working well in some places, there is a good way to go and leadership is needed to ensure that the idea is not derailed or lost. This takes strategic leadership – but it also takes input from experienced practitioners – those who use the systems - and the need to be clear as to outcomes.

There is a real need for vision, practical solutions and clarity. Strategic leadership needs to look at the mid to long term. All too often we are only interested in the short term or a ‘fix’ to get us through the latest crisis. This is not effective and is detrimental and can be the cause of the next crisis.

By planning early and well, we have a chance to ensure that e-procurement works for all concerned. The mix of people and technology can be effective but it will take work to make it so. Having one without the other will be a dismal failure

A thought to ponder: Do we need e-procurement? The answer is: not necessarily. But we do need to manage the tender and contractual process and as indicated above there is a huge people focus. We have the problem of e-procurement being not well used and not well managed.

Effective e-procurement is helpful and can add value. I am aware that this is a bit contrary! It is a tool and if used well can be beneficial. It is what we do with it that matters. Equally we should not lose the value of people – a valuable resource. A resource that those who have leadership duties can – and should - make use of.

We cannot expect that e-procurement will remain static so we need to plan for upgrades and possible/likely changes. Strategic leadership is necessary to keep the organisation on track and to plan ahead. Strategic qualities are required i.e. vision, direction and communication..

QUESTION: Do we have a system for us (the buyer) or for the 'audience' i.e. Public and/or bidders?

It is important to consider the forward direction for the following as these areas are not happening well now and they should be.

- (a) Reporting
- (b) Contracts register
- (c) Linkages
- (d) Historical Information

Reporting – It is vital for an e-procurement system to provide effective reporting systems. This will enable users to access and make appropriate decisions based on fact – not guesswork we can only be stronger by having clear concepts of reporting requirements.

Contracts Register – This is a necessity and unfortunately all too often a contracts register is not considered or implemented. An effective e-procurement system needs to document all contracts and to have information such as (a) start date, (b) end date, (c) person responsible and (d) action

point three months prior to end date. This allows for better planning. It is essential to know how many contracts we have. To often organisations do not know – this is not acceptable.

Linkages – Looking forward, an e-procurement system must be robust and to link to other parts of the organisation.

Historical Information – An e-procurement system needs to produce historical data as a mechanism for planning forward projections/requirements. This assists in planning and budgeting and to have factual information that you can base decisions on. It must be integrated with the organisational financial platform.

All of the above requires a review and consideration of future strategy. Strategic leadership is essential to move e-procurement into an effective tool that will consider the possibilities and take account of the technical and forward thinking ideas.

However it would be most unwise to remove the ‘people content’ as in the final analysis people are needed to make quality decisions. We should not allow technology to take over..

Non Technical E-Procurement

Training/Education – We need to implement a planned training/education programme. Professional Development is essential. See earlier comments.

Collaboration – As we go forward we need to consider collaboration on a number of fronts (a) between buyer/supplier and (b) between buyers on information sharing. This is a big step and requires extensive work.

Sustainability – We can no longer ignore this issue and we must be clear regarding requirements of our particular industry. This applies to environmental concerns as well as issues of certainty of supply.

Evaluation – We need to identify what is important when evaluating proposal responses. This needs to be specific to each situation about what is relevant. Is it technical, price, environmental or something else?

These four areas – especially point 2 and 3 – need positive direction and leadership regarding input.

QUESTION: can procurement take the lead or are we always going to be followers?

SUMMARY

E-procurement/e-government is here to stay, it is a matter of ensuring that the public can easily access the process and that the information provided is accurate and updated regularly.

E-procurement and e-government – there is a natural link here as Government tenders for a lot of work. Do we need e-government – we do but let us not tie the two i.e. E-procurement and e-government too closely. We can do without e-government but we need an effective e-procurement system.

Strategic leadership is vital to ensure that the forward direction is not only the right one but also the need for planning, budgeting, vision and communication of the vision. It will take leadership to promote and keep on track.

We cannot ignore the technology of e-procurement but we need to fit the technology around procurement – not the other way round.

In the final analysis, procurement by way of the tender/contractual process is about people - the right fit for the task. Technology can assist, it should not take over.

Strategic leadership is essential to ensure that the right mix occurs that suits the organisation and/or the public. Equally, we can achieve the right result that is transparent and acknowledges the use of public monies.

There are challenges ahead and a need to focus so that e-procurement and e-government is effective, efficient and transparent.

We have a way to go, we can make a start, but what we really need is a cohesive well-thought out plan that covers, as much as it can, the next five years.

It will take commitment, monies but more importantly it will require strategic leadership. Procurement/contracts should have a clear direction but it also needs somebody who can promote the importance and necessity of procurement to senior management (that is, be the champion), or be senior management (even better).

E-procurement is the mechanism but strategic leadership is the key and the mainstay. We need both but overall looking to achieve fairness, transparency and a fair equitable result = contract award.

Let us remind ourselves of the definition of strategic leadership: Strategic leadership demands the ability to make sound, reasoned decisions - specifically, consequential decisions with grave implications. Since the aim of strategy is to link ends, ways, and means, the aim of strategic leadership is to determine the ends, choose the best ways, and apply the most effective means. The strategy is the plan; strategic leadership is the thinking and decision making required to develop and effect the plan.

This definition has linkages to procurement/contracts in that, in the tender/contractual process. Sound decisions must be made, awareness of implications is essential, the need to determine the end and to choose the best mechanism to apply and the need to plan. This shows the need for contract strategies/strategic contracts.

Lastly, as to the questions I mention above I will leave you to consider.

We have to be clear about our objective and we need to get the basics right before we rely on technology – which cannot take the place of people. The above takes strategic input and strategic leadership. To me, strategic input is a necessity, and looking forward absolutely essential.

Margaret Gilbert
Director
Corporate Contracts Management Ltd
Contract Matters Ltd
www.contractmatters.com

Author: Contract Matters: Sustainable Procurement
Author: Contract Matters; Contract Strategies/Strategic Contracts.

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