

Chapter 5

Enhancing procurement capabilities of the Peruvian workforce

This chapter describes the public procurement workforce in Peru and assesses the capability of that workforce to perform its procurement duties. Against the 2015 OECD Recommendation on Public Procurement, it analyses how Peru has engaged in strategic workforce planning, or is developing procurement capacity strategies, and diagnoses knowledge gaps. The chapter also discusses whether attractive, competitive and merit-based career options are being proposed to public procurement officials. Finally, it highlights how enhancing public procurement training availability and quality through specific training curriculums, certified universities and trainers as well as accessible training opportunities and information desks can contribute to higher levels of aptitudes. The experience of various OECD countries is presented to illustrate what improvements Peru can achieve with a strategic human resource management.

The statistical data for Israel are supplied by and under the responsibility of the relevant Israeli authorities. The use of such data by the OECD is without prejudice to the status of the Golan Heights, East Jerusalem and Israeli settlements in the West Bank under the terms of international law.

Introduction

Effective implementation of procurement reforms and specific procurement practices requires a properly trained public procurement workforce. Such implementation not only promotes the effectiveness of the system, but also helps ensure its integrity. OECD experience in working with procurement systems around the world has shown that an adequate workforce is one of the key pillars of a public procurement system.

This is the reason why countries, including Peru, need to develop a procurement workforce with the capacity to continually deliver value for money efficiently and effectively, by 1) ensuring that procurement officials meet high professional standards for knowledge, practical implementation and integrity by providing a dedicated and regularly updated set of tools; 2) providing attractive, competitive and merit-based career options for procurement officials; and 3) promoting collaborative approaches with knowledge centres such as universities, think tanks or policy centres to improve skills and competencies of the procurement workforce (OECD, 2015).

Recent OECD surveys point to the most prominent weakness in public procurement systems: the workforce's lack of capability (defined as the skills-based ability for an individual, group or organisation to meet obligations and objectives – also referred to as “know-how”) and lack of capacity (defined as the ability to meet obligations and objectives based on existing administrative, financial, human and infrastructure resources). Challenges for public procurement practitioners include the transition from an ordering function to a more strategic one; increasingly complex rules; the multidisciplinary nature of the profession; and the lack of a professionalisation.

This chapter assesses whether Peruvian public procurement entities have the capability and capacity to perform their duties and meet their objectives. It also includes potential strategies for recognising practitioners working in public procurement entities as professionals and developing bidders'/suppliers' skills.

5.1. The public procurement workforce in Peru

The Peruvian National Civil Service Policy is co-ordinated by the central HRM authority, the National Civil Service Authority (SERVIR in its Spanish acronym), created in June 2008 (Decreto Legislativo No. 1023). This is a specialised body under the Presidency of the Council of Ministers (PCM). The role of SERVIR includes the planning and formulation of national policies and technical norms related to the administrative human resource management system; the development, management and evaluation of training policies; and the organisation and supervision of public competition for the recruitment of staff. The country's civil service is regulated by the new civil service law (Ley del Servicio Civil No. 30057), first published in July 2013 and effective as of July 2014, after the publication of its regulations.

The Government Procurement Supervising Agency (OSCE) covers the capacity development needs of the public procurement workforce. Its sub-directorate on capacity development (17 staff by August 2016) develops training offers through strategic allies; organises training events at national and regional level; and identifies and certifies trainers. OSCE also manages the certification process of the public procurement workforce. Finally, OSCE is in charge of monitoring and evaluating the quality of training services delivered by it and by the strategic allies.

In 2010, SERVIR registered 3 646 public procurement practitioners working in 478 entities: 27 at the national level, 25 at the regional level and 426 at municipal level. Fifty-three percent of the total of these public procurement practitioners were working at national level at the time. Thirty-four percent were at management level and sixty-six percent at operational level.

In 2014, SERVIR registered 6 158 public procurement practitioners working in 1 666 entities (an increase of around 69% in four years in terms of the number of practitioners). The same year, 43% of these practitioners were working at national level and 57% at sub-national level; 27% were at management level and 73% at operational level.

Table 5.1. Characteristics of the public procurement workforce in 2010 and 2014

| | Number of practitioners | Number of entities | National level | Sub-national level | Management level | Operational level |
|------|-------------------------|--------------------|----------------|--------------------|------------------|-------------------|
| 2010 | 3 646 | 478 | 53% | 47% | 34% | 66% |
| 2014 | 6 158 | 1 666 | 43% | 57% | 27% | 73% |

Source: SERVIR (2010), Diagnóstico de conocimientos de las personas al servicio de los Órganos Encargados de las Contrataciones del sistema administrativo de abastecimiento - Informe de resultados; SERVIR (2014), Resultados del sistema administrativo de abastecimiento, Gerencia de Desarrollo de Capacitados y Rendimiento del Servicio Civil – Resultados del censo de Colaboradores.

By August 2016, OSCE had certified 11 865 professionals and technicians – more than 90% over the SERVIR registry of 2014 and four times the 2010 figures. It should be noted that they are not all necessarily working at present. The number of public entities is about 3 000 in total.

Public procurement practitioners are associated with many different employment regimes, which are currently being reformed under the new civil service law. The purpose of the new law is indeed to establish a single scheme for civil servants at national, regional and local levels.

In 2014, the majority of public procurement practitioners (36%) worked under the administrative service contracting regime (Legislative Decree No. 1057 – Contratación Administrativa de Servicios, CAS). This regime offers temporary (renewable) contracts, for periods of three or six months, up to one year; consequently, it does not offer any career stability or evolution (there is no possibility of being promoted). Practitioners under the CAS regime are not subject to performance evaluation. The recruitment of staff under the regime is done at the entity level. The only requirements for hiring a staff member under a CAS regime are a job description, including the requisites and necessary competencies; new hire justification; budget availability; publication of the job offer during at least five working days; an evaluation of the CVs; and an interview.

The second largest public procurement practitioner's group (31%) work under the public office regime (Legislative Decree No. 276 – Carrera Administrativa, CA). Practitioners under this regime have taken part in a public competition for the recruitment of staff. Under the CA regime, training is compulsory and a prerequisite for promotion (51 hours of training are necessary at each career level in order to be promoted to the next career level, unless the state cannot afford the required trainings). Evaluations, which are compulsory for staff under the CA regime, are not taken into account when it comes to promotions. CA staff change levels approximately every 2-4 years.

5.2. Engaging in a strategic workforce planning

5.2.1. *A new public procurement capacity strategy to professionalise the workforce*

Peru has identified an institution in charge of the capacity development needs of the public procurement workforce, but could also consider developing a new procurement capacity strategy in order to professionalise public procurement staff.

OSCE has been in charge of the capacity development needs of the public procurement workforce since 2008. Issues related to capacity were included in the strategic plan for public procurement in Peru (Plan Estratégico de las Contrataciones Públicas del Estado Peruano) and the OSCE strategic institutional plan (Plan Estratégico Institucional) for 2012-16. OSCE could consider preparing a new procurement capacity strategy, based on the new public procurement law (Law No. 30225, Ley de Contrataciones del Estado). The new strategy would cover the year 2017 and beyond, including objectives for the short, medium and long term as well as related indicators to measure its implementation. The main objectives of the past procurement strategies have been 1) creating a specific certification system; 2) strengthening the capacity of civil servants who work in the area of public procurement; 3) creating the “Programme of Support and Assessment of Public Entities” (Programa de Acompañamiento y Seguimiento, PAS); 4) strengthening the participation of suppliers in public procurement, including SMEs; and 5) strengthening the participation of other stakeholders in public procurement (including auditors, judges and prosecutors).

On the basis of the work undertaken by OSCE since 2008, the new procurement strategy could explore and select the best options for addressing current procurement knowledge gaps and bottlenecks. Adopting and formalising a new strategy would also constitute a symbolic milestone to attract attention and buy-in from all stakeholders. There is no international model for such procurement capacity strategies, but there are frameworks to provide directions and recommendations for developing them. In formulating a strategy, the following issues would need to be taken into account (OECD, 2016a):

- Building a sustainable procurement workforce is a long-term effort. The strategy needs to tackle both immediate and long-term issues.
- The strategy should aim to improve individual capabilities as well as the institution’s capacities in the area of public procurement.
- The strategy is a planning exercise. It involves the development of a step-by-step roadmap with prioritised objectives and expected outputs.
- Building a sustainable procurement workforce mobilises time and resources. The strategy needs to include a budget.
- The development of a procurement capacity strategy should be inclusive. All relevant stakeholders should be gathered, in the framework of a task force or a steering committee.

The new procurement capacity strategy would need to be integrated into national efforts to build the capacity of the public sector workforce. It should also be in line with

the guidelines of SERVIR, which is responsible for the development of a national training policy as well as for the definition of common standards for entities' capacity development planning. For instance, Peruvian legislation foresees a Development Plan of Public Officials (Plan de Desarrollo de las Personas al Servicio del Estado, PDP) for each individual entity. Each entity needs to develop an annual PDP, which must be shared with SERVIR. The PDPs, which need to be linked with other strategies and instruments, should include information on the measurement of staff competencies; the entities' strategy with regard to the training offer; and information on funding. (The PDPs must be funded entirely by the entities).

This integration of the procurement capacity strategy with the PDPs requires strong co-ordination between SERVIR and OSCE. On the one hand, OSCE needs to ensure that SERVIR guidelines for planning, execution and evaluation of capacity building and training are taken into account in developing the strategy. This is also the reason why a task force or steering committee should be created for this specific purpose. On the other hand, SERVIR needs to ensure that the capacity development and training guidelines are being implemented by OSCE. SERVIR especially needs to monitor and certify the training proposed by OSCE and its strategic allies, in order to ensure that the OSCE offer matches the needs identified and respects certain national standards.

A procurement capacity strategy would address all issues related to the capacity of the public procurement workforce in one document. That would strengthen co-ordination among actors and the links between the different available tools, such as the diagnosis of capacity and knowledge gaps; public procurement jobs profiles; certification and performance management systems; and training offers. A procurement capacity strategy would also greatly help strengthen strategic workforce planning (SWP) in the area of public procurement. SWP means more than simply closing the capacity and knowledge gaps in the area of public procurement and developing training in order to do so. SWP is also deemed to have the potential for enabling an organisation to remain aware of and be prepared for future needs, related to the size of the workforce, its deployment across the country, and the knowledge, skills and competencies needed to pursue its missions.

5.2.2. Thorough diagnosis of capacity and knowledge gaps to respond to specific needs of the public procurement workforce

Peru has undertaken several diagnoses of the capacity and knowledge gaps of the public procurement workforce; those results should be taken into account when developing the new procurement capacity strategy.

A central step when developing a procurement capacity strategy is to assess current needs and problems. The evaluation should inventory bottlenecks, skills, knowledge, structures and the ways of working of specific staff categories as well as in specific geographical locations. It should ideally cover the institutions' capacities as well as staff competencies. Needs analysis can also be used in order to assess the procurement education system, including training institutions and availability. A precise assessment can help identify the specific issues that need to be tackled and refine the objectives of the procurement capacity strategy.

Since 2010, SERVIR has been undertaking diagnoses of capacity and knowledge gaps of the Peruvian public service. These diagnoses cover the following areas: human resources, accounting, public financial management, public investment, modernisation of public management, public procurement and strategic planning. These analyses aim at

providing a better overview of the characteristics of civil servants, measuring the knowledge gaps and guiding the development of capacity development strategies according to identified needs. The two last diagnoses developed by SERVIR covered cultural competencies in the social programmes of the Ministry of Development and Social Inclusion (Ministerio de Desarrollo e Inclusión Social, MIDIS) in 2015 and the Ministry of Education (Ministerio de Educación, MINEDU) in 2016.

SERVIR undertook two diagnoses of the capacity and knowledge gaps in the area of public procurement, in 2010 and 2014. The diagnosis of 2010, as seen above in Table 5.1, identified 3 646 public procurement practitioners, 78% of which participated in the evaluations. In 2014, SERVIR identified 6 158 public procurement practitioners, 78% of which participated in the evaluations. The public procurement system has been the area where the participation rate has been the highest.

The 2010 diagnosis, based on the scoring of a test of 30 questions, permitted a classification of the public procurement workforce into four categories:

- **From 0% to 50%:** Capacity building is needed for general as well as specific issues, in accordance with the functions of the public procurement staff (category 1)
- **From 51% to 70%:** Specific knowledge needs to be strengthened in order to carry out the functions of the public procurement staff (category 2)
- **From 71% to 85%:** Specific knowledge needs to be strengthened in order to advance the capabilities of the public procurement staff (category 3)
- **From 86% to 100%:** Optimal knowledge in order to carry out the functions of the public procurement staff (category 4).

The results from 2014 revealed that the majority of the workforce (almost 40% out of 4 793 public procurement staff evaluated) needed specific knowledge to be strengthened in order to carry out their functions (category 2). According to the 2014 results, only 9.62% had enough knowledge in order to carry out their function in an optimal way (category 4). The results showed that capabilities were stronger at national than at sub-national level. They also indicated that capabilities were weaker in staff without any academic level (36% in category 1) when compared with staff with a master's degree (almost 18% in category 1). Finally, the diagnosis makes it clear that professionalisation of the public procurement workforce is most needed at the beginning of the career (almost 50% of public procurement staff with less than one year of experience are not meeting the criteria).

These results need to be used as a basis when developing the procurement capacity strategy. They show the importance of improving the professionalisation of the public procurement workforce, in particular at sub-national level, and of focusing on staff without academic level and who have recently started their job. The country would also need to build on the results of 2010 that had shown the lack of capabilities with regard to regulatory issues (56% of the staff) and “ordinary procedures” (40% of the staff), as well as “irregularities in the contract” (59% of the staff). These categories refer to the basic functions in public procurement developed by SERVIR, in co-operation with OSCE, in 2010: 1) planning; 2) preparatory acts; 3) ordinary procedures; 4) cases not covered; 5) submission of appeals; 6) formalisation processes and 7) irregularities in the contract. Those were updated in 2014.

So far, no specific diagnosis of the capacity of suppliers has been undertaken, even though suppliers are central actors in the public procurement system: as in any other

country, they represent the other side of the equation, the offer side. OSCE, along with the chamber(s) of commerce, could therefore consider identifying the number of persons working on public procurement issues in the private sector and among potential suppliers. It could also undertake surveys in order to acquire a better picture of the specific training needs of suppliers in relation to public procurement processes. The specific needs of micro, small and medium-sized enterprises (MSMEs) should also be taken into account.

The results of these diagnoses of capacity and knowledge gaps not only should be taken into account in developing a procurement capacity strategy, but also should serve as the basis for developing specific job profiles and public procurement training curricula. The measurement of competencies foreseen in the performance management system of Peru should also be used, in order to identify training needs on a regular basis. So far, these measurements do not seem to have been taken into account in a systematic way to develop public procurement training, even though they are meant to influence the drafting of the PDPs.

5.3. Providing attractive, competitive and merit-based career options

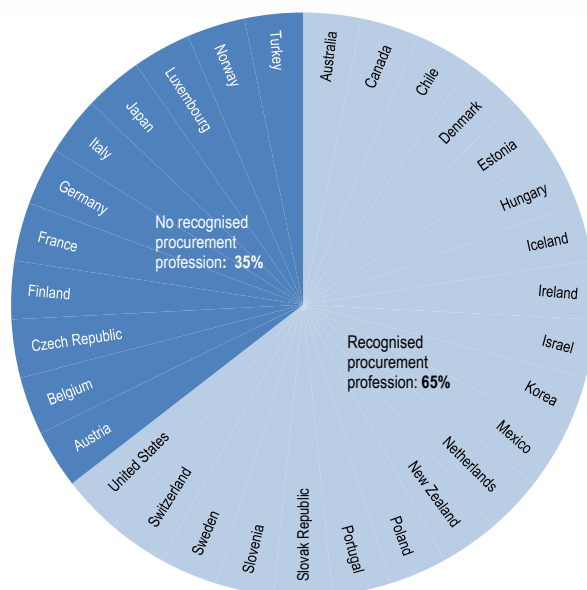
5.3.1. Recognising the singularity and specificity of the procurement function to make it more attractive

Recognise the singularity and specificity of the procurement function across its different employment regimes. Recognising procurement as a specific profession could help make it more attractive and more strategic.

Public procurement systems need to attract motivated and skilled individuals in order to ensure the effectiveness of these systems, but also their integrity. Efforts to encourage people to become involved in public procurement can be enhanced by recognising the singularity and specificity of the procurement function. It should be recognised that public procurement is not a purely administrative function, but rather a strategic function in the public service. The procurement function is important in terms of the size of goods, services and capital assets purchased by government, and in its use to achieve social, economic and other purposes. Public procurement is also a multidisciplinary profession that requires, among others, knowledge of law, economics, public administration, accounting, management, and marketing. These interdisciplinary skills are increasingly required given the growing complexity of public procurement processes, with their shift to strategic procurement. Competency frameworks, job profiles, certification systems and training should provide attractive, competitive and merit-based career options for public procurement professionals.

Public procurement is still handled as an administrative function in many OECD countries, with over one-third of countries (39%) reporting that procurement officials are not recognised as specific professionals (see Figure 5.1). Sixty-one percent have a formal job description for procurement officials and 44% have specific certification or licensing programmes in place (e.g. Australia, Canada, Chile, Ireland, New Zealand, the Slovak Republic, Switzerland and the United States). However, only 28% have integrity guidelines (e.g. codes of conduct) in place specifically for procurement officials (OECD, 2013a).

Figure 5.1. Procurement is not recognised as a specific profession in more than a third of OECD countries



Source: OECD (2013a), *Implementing the OECD Principles for Integrity in Public Procurement: Progress since 2008*, OECD Public Governance Reviews, OECD Publishing, Paris. <http://dx.doi.org/10.1787/9789264201385-en>.

In the case of Peru, many important efforts have been made by OSCE – formally in charge of the capacity development needs of the public procurement workforce – to recognise the singularity and the specificity of the procurement function. OSCE has for example developed a specific certification system for public procurement officials. There is however still room for improvement with regard to the development of formal job descriptions or job profiles. Furthermore, no specific competency model or framework has been developed. (See Section 3.2 for more information on competency models and frameworks.) Peru also lacks specific integrity guidelines and training. The performance management system in public administration is the same for all public service officers. Many different aspects of human resource management indeed need to be taken into account to recognise singularity and specificity, and to professionalise and empower the public procurement workforce, as shown in the example of New Zealand (Box 5.1).

The lack of unique civil servant systems and differing employment regimes were identified as important challenges by stakeholders during the interviews. According to public procurement officers, the staff turnover is very high, which can result in increased workloads for remaining staff, the hiring of inexperienced temporary employees, and loss of institutional knowledge. The high turnover also means that training needs are also high, given that new staff usually need the training quickly. Needs assessment realised in Peru shows that almost 50% of public procurement staff with less than one year of experience is not meeting the requirements for properly conducting their work. Also, some types of contracts, such as the CAS regimes, do not offer any stability to public procurement officers or any attractive long-term career options. Interviews have also shown that salaries differed under the different employment regimes. Some public procurement officials expressed the need to standardise the level of remuneration in order to avoid too many staff turnovers. Finally, public procurement staff members are promoted differently according to the employment regime. Some of the regimes do not offer the possibility of being promoted.

Box 5.1. Key initiatives to professionalise and empower the public procurement workforce in New Zealand

- i) Develop a model to assess the capability of procurement in agencies.
- ii) Assess agency procurement capability on site and provide action plans for development.
- iii) Agencies not targeted for on-site assessment complete a self-assessment against the procurement capability model.
- iv) Develop standard procurement role competency requirements and implement these in agencies.
- v) Benchmark key agency procurement and price performance against the private sector.
- vi) Increase migration of skilled and qualified procurement professionals to fill skill gaps.
- vii) Ensure that government procurement salaries reflect market norms.
- viii) Agencies are to allocate resources to reform procurement practice.
- ix) Identify opportunities for procurement shared service centres.
- x) Include procurement professionals in works project teams.
- xi) Establish a small team of strategic procurement experts (commercial pool) to support high-risk/-value projects across government.
- xii) Establish resources to support public-private partnership projects.
- xiii) Determine procurement training needs and source providers.
- xiv) Agencies are to use tools provided to assess procurement capability and capacity.
- xv) Agencies are to ensure that procurement staff members are trained to fill skill gaps identified.
- xvi) Provide e-learning to help procurers gain a professional procurement qualification.
- xvii) Target key procurement personnel within agencies to fast-track their professional procurement education.
- xviii) Develop and launch career development plans for procurement personnel.
- xix) Develop New Zealand procurement academy.
- xx) Encourage and subsidise public sector procurement professionals in gaining recognised procurement qualifications.
- xxi) Launch procurement graduate programme to increase New Zealand capacity.
- xxii) Facilitate secondments and career progression planning among agencies for procurement professionals.
- xxiii) Establish and facilitate a Procurement Leaders Group (ages under 35 years) of future procurement leaders.
- xxiv) Development of “Demystifying Procurement” as a two-day introductory course to procurement in a public sector context or alternatively for learning on line.

Source: OECD (2016b), *Towards Efficient Public Procurement in Colombia: Making the Difference*, OECD Public Governance Reviews, OECD Publishing, Paris. <http://dx.doi.org/10.1787/9789264252103-en>.

5.3.2. A competency framework and specific job profiles for more effective recruitment

Consider developing comprehensive and coherent public procurement job profiles as well as a specific competency framework for public procurement. All public procurement entities should be encouraged to use these for their recruitment processes and human resource management.

Strengthening professionalisation of the public procurement workforce requires determining the specific functions, skills and competencies critical to achieving the agencies' missions and goals. Competencies should cover professional, technical and personal effectiveness skills, e.g. teamwork, communication, leadership and management of people, projects and resources. Integrity can also be listed as an important behavioural competency in the context of public procurement. Information technology (IT) competencies could also be required for specific procurement jobs. Skills and competencies for effective performance need to be specified for each job involved, and integrated into a competency model or framework. Competency management frameworks not only help to identify the capabilities needed in the workforce; they can also be used in different stages of the human resources processes, such as workforce planning, recruitment, promotion, training and performance assessment. In a competency-based selection process, the required competencies identified for a vacant position are used as the selection criteria.

The development of competency management, as well as the use of common job profiles, is a mid-term priority of SERVIR. OSCE has begun defining the skills and competencies public procurement officials should have. According to its website, OSCE has defined the following four types of competencies: 1) cross-cutting competencies (team work, results-based management); 2) general competencies (records management, office automation, mathematics and statistics, organisational and management skills); 3) legal and administrative competences (public procurement system, other administrative systems, public management and administrative procedures) and 4) technical competencies (planning and programming techniques, market analysis techniques, monitoring and control techniques, and supply chain management). The latter covers professional and technical effectiveness skills as well as personal effectiveness skills. The definition of required skills and competencies allows public procurement officials to know the requirements and helps them identify the areas on which they need to focus. But it does not clearly appear how these skills are included in the overall human resource management, including the recruitment processes and certification systems.

Peru could consider referring to other competency management frameworks for public procurement developed by OECD countries. In doing so, it could take into account the experiences of Australia, Belgium, Canada, Korea, Japan and the Netherlands – but also Scotland. For example, the government of Scotland introduced a framework that identifies the skills and competency levels required by all staff involved in the procurement process, and assists individuals in taking ownership of their personal development through skills assessments, identification of training and development needs, and career planning. The procurement competency framework nurtures the talent that already exists within government. The framework has 13 competencies that make reference to the technical skills needed at different levels to conduct procurement (Box 5.2). The development of such a framework needs to be enshrined in the overall reform of the Peruvian civil service, co-ordinated by SERVIR.

Box 5.2. The Procurement Competency Framework in Scotland

A Procurement Competency Framework was developed by the Cross-Sectorial People and Skills Working Group in response to recommendations from the Review of Public Procurement in Scotland (2006). The framework has been endorsed by each of the Centres of Expertise for use in their sectors – Advanced Procurement for Universities and Colleges (APUC) for Scotland’s universities and colleges; NHS National Procurement, the centre of procurement expertise for health; and Scotland Excel for the local government sector. It is intended to complement, not replace, existing personal development tools in organisations.

This framework consists of 13 competencies, including:

- i) *Procurement processes* – The person has sufficient knowledge and understanding of sourcing and tendering methods to carry out duties associated with the role.
- ii) *Negotiation* – The person has the ability to negotiate within the scope of the role.
- iii) *Strategy development and market analysis* – The person has the strategy development and market analysis skills necessary to carry out duties associated with the role.
- iv) *Financial* – The person has the financial knowledge and understanding needed to carry out the duties associated with the role. Elements include appraisal of suppliers’ financial positions, total costing, and the compliance frameworks that exist for public sector finance and procurement.
- v) *Legal* – The person has sufficient understanding of legislative frameworks relating specifically to procurement to carry out the duties associated with the role.
- vi) *Results focus* – The person is aware of how personal and team objectives contribute to the success of the organisation, and continually demonstrates commitment to achieving these.
- vii) *Systems capability* – The person has the knowledge and understanding of systems and processes utilised in the procurement of goods and services. There may be specific system competencies.
- viii) *Inventory, logistics and supply chain* – The person has the knowledge and understanding of materials management solutions to carry out the duties associated with role. Elements include inventory, logistics, warehouse management, etc., specifically in organisations that hold stock.
- ix) *Organisational awareness* – The person clearly understands roles and responsibilities, how procurement should be organised, and where it should sit within.

Source: OECD (2016a) *Roadmap: How to elaborate a Procurement Capacity Strategy*, MENA-OECD Network on Public Procurement, www.oecd.org/governance/ethics/Roadmap-Procurement-Capacity-Strategy.pdf.

The skills and competencies identified can then be used in the development of job profiles, which combine a statement about what is expected from a job with a view of what the job-holder must bring in terms of skills, experience, behaviours and other attributes needed to do the job well. They focus on the outputs or results expected from the job rather the tasks or functions to be carried out, and they include a statement about the skills and personal attributes needed for the job. Job profiles can be used in the recruitment and selection processes, in relation to both external recruitment and internal recruitment or promotion. They can enable an organisation to achieve a more accurate match, and can also be an effective recruitment tool for attracting the right candidates (OECD, 2013b).

On the basis of the first diagnoses of the capacity and knowledge gaps (2010), SERVIR, in close co-operation with OSCE, has developed seven public procurement basic functions: planning; preparatory acts; ordinary procedures; cases not covered; submission of appeals; formalisation process; and irregularities in the contract. SERVIR then developed a more detailed description of public procurement functions, organised around the main public procurement cycle steps (pre-tendering, tendering and post-award); there are 20 functions in total. Even though the functions are well defined, it is not clear how these are used in human resource management, and if they are used as a basis for defining required competences and job profiles. Beyond the specific public procurement functions, in September 2013 SERVIR developed a specific guide to elaborate job profiles in the different public entities; as it stands though, it is unclear how the above-described functions are integrated into those job profiles, and if the job profiles already exist. According to this guide, job profiles are “structured information with regard to the location of one job in one given organic structure, to the mission, to the functions as well as all the prerequisites and expectations needed for one person to conduct and to perform a job adequately”. A mission, functions and co-ordination functions as well as skills and competencies are attached to each job profile.

OSCE should consider using the SERVIR guide in order to identify or finalise specific public procurement job profiles corresponding to the requirements for occupying public procurement positions. At the time of preparing this review, the OSCE website listed four different job profiles or job levels: 1) public procurement assistant; 2) public procurement analyst; 3) public procurement co-ordinator/specialist; and 4) public procurement executive. It is unclear from the interviews with different stakeholders if they have been validated by SERVIR. Also, the OSCE website does not present more detailed descriptions of those job profiles/levels. The finalisation and proper dissemination of the job profiles/levels is crucial not only for the recruitment, but also for human resource management and continued training of the public procurement workforce. Profiling the procurement jobs should therefore be one of the outputs of the new procurement capacity strategy.

It is also important to consider how job profiles are integrated with other aspects of human resource management. For example, information about the expected outputs and result areas for a job must be consistent with what is to be measured and assessed in performance management. The skills and behavioural competencies identified as necessary should be reflected in the recruitment and selection criteria, and in the design of training and development (OECD, 2013b).

5.3.3. Improving staff certification and performance management to create incentives and merit-based career options

Peru has developed a specific certification for public procurement staff, but could consider strengthening performance management of the public procurement workforce in order to create incentives and merit-based career options.

In order to create a professional public procurement workforce, specific education, training and experience requirements for entry and advancement in the procurement field should be established. Threshold levels of knowledge and practice requirements should be defined, for instance in order to obtain senior procurement positions and other procurement responsibilities. These certifications or validation of experience could be defined in co-operation with the academic partners.

OSCE has introduced a certification system applicable to all professionals and technicians working in the public procurement area. Since 2011, more than 12 000 public procurement professionals have been certified by OSCE. The supervisory body has set the following prerequisites to access public procurement jobs: a training of at least 80 hours (in the area of public procurement or supply management); work experience of at least 3 years; and work experience in the area of public procurement or logistics in a private enterprise of at least 1 year. The public procurement official needs to be certified before being employed. Certifications are then given to public procurement officials on a yearly basis, based on one specific online test that each public procurement official needs to take. The online test is one hour long and the official needs to score 14 points of 20 in order to obtain the certification. In case the official fails, they have the possibility of taking the test again. The legislation does not specify how many tries the official can have in total, or what happens if the official is unable to score the 14 points. Therefore, the certification system cannot really be considered as ensuring the quality of the public procurement workforce.

The OSCE certification system has the potential to create incentives and merit-based career options, but it seems that this potential is not used in an optimal way. It remains unclear for example if the results of the test are used in order to decide on promotions. Also, there is no evidence on the use of diplomas and related grades (from 0-20) obtained in the course of training in the overall certification system. In order to create a coherent human resource management system, OSCE should make sure to include the job profiles yet to be developed as well as the related competencies in the current certification system. The certification systems should foresee certifications to “enter” each of the defined job profiles, and online tests should match the competencies needed for each of the job profiles.

Workforce capability can also be strengthened by implementing an efficient performance management system. Such a system would have the potential to improve productivity (the way people work and the outcomes they produce) and employee morale (resulting from on-time performance appraisals and rewards commensurate with employees’ contributions); retain top performers (employees would feel accomplished in their work and have stronger career opportunities); and increase value for money. Performance management systems can be an even more powerful tool if they are correctly linked with the institutional goals and strategies of the entity and its performance budget, and contribute to strengthening the overall results-orientation of the entity.

Performance evaluation that was first introduced in Peru in 2009 was put back on the agenda by the new civil service law, and integrated into a large performance management system (Figure 5.2). According to Peruvian legislation (since 2009), performance evaluation is a compulsory, continuous, integral, systematic and objective process in the administrative human resource management system. With the new civil service law, performance evaluation needs to be undertaken on a yearly basis against measurable and verifiable goals. Performance evaluations lead to the classification of public procurement officials in four different groups: 1) staff with distinguished achievement; 2) staff with good achievement; 3) staff with achievements under observation; and 4) unsatisfactory staff.

Figure 5.2. Performance management model developed by SERVIR



Source: SERVIR.

As evidenced by the 2013 SERVIR diagnosis, performance evaluations were not yet systematically undertaken across the public procurement workforce under the former civil service law, and are still not performed under the new civil service law. Indeed, in 2015 performance evaluations are only undertaken in a systematic way in four pilot entities (Superintendencia Nacional de Control de Servicios de Seguridad, Arma, Municiones y Explosivos de Uso Civil, SUCAMEC; Instituto Nacional Penitenciario, INPE; Servicio Forestal y de Fauna Silvestre, SERFOR; and SERVIR), which have been expanded in 2016. Performance evaluations are scheduled to be implemented by all entities by 2021 only. In the past, performance evaluations were not always used for promotion decisions; they were still often being taken on the basis on seniority and/or the number of training hours. The new civil service law stresses that promotion can only be given to staff with distinguished achievement and staff with good achievement.

Also in the past, the administrative human resource management system did not yet foresee harmonised criteria for the performance evaluation processes in public administration. With the new law, SERVIR is tasked with establishing specific evaluation methodologies and criteria. Against that background, OSCE and public procurement entities should consider implementing performance evaluations in a systematic way and use the tools developed by SERVIR, including the SERVIR strategy on performance management. Performance evaluations should also be used by the entities to inform public procurement needs and influence the drafting of the PDPs. Moreover, the new performance management system in place should be used as a tool to strengthen results management in Peruvian public service.

5.4. Enhancing public procurement training availability and quality

5.4.1. Specific training curricula to address specific needs of the public procurement workforce and the suppliers

Consider developing specific and detailed training curricula for public procurement officials as well as suppliers in order to address their needs. The curricula should be aligned with public procurement job profiles and related skills and competencies.

Public procurement training should be developed on the basis of the specific needs of the public procurement workforce and the suppliers. They should match the job profiles of public servants working in the area of public procurement and be developed in such a way as to improve the necessary skills and competencies for conducting public procurement functions. The training should reflect the multidisciplinary nature of public procurement. It should cover the legislative aspects of public procurement, but it should also develop critical thinking skills, as navigating the requirements of a procurement system requires more than “simply” following the rules.

Laws and regulations are central to the public procurement function, and need to be adequately covered by the proposed public procurement training. Procurement professionals need to have an appreciation of the impact of procurement law on their daily duties, as well as an understanding and awareness of basic legal principles and their impact on both the award and administration of the contract. An understanding of procurement law also enables the procurement professional to understand their role in the process, so as to be proactive in taking steps to avoid problems that may lead to bid challenges and contract disputes. It therefore seems important to strengthen the training offers in the new public procurement law, including Legislative Decree No. 1341 of January 2017. The training offer should include, among others, public procurement planning and programming, preparation of market analysis, the management of risks as well as of the new tendering procedures. Training should also include practical cases, and public officials should be invited to learn from failures as well as from good practices.

Important efforts have been made to further develop training offers found in the new public procurement law. Due to the issuance of the new public procurement regulation, OSCE planned a 30-hour training programme, among other activities (such as training on the pre-tendering phase and on new procurement methods), but the programme needs to be implemented more widely. According to OSCE, 18 374 persons have participated in training events developed by OSCE and its strategic allies through the new public procurement law and related regulation. Since January 2017, training needs to be updated in order to include provisions of the Legislative Decree No. 1341. OSCE also developed online training offers, through its “virtual classroom” website. Other virtual training presenting the new law is being offered on the YouTube channel. Interviews with different stakeholders have nevertheless shown that the proposed training is far from being sufficient, and that many public procurement officers have not participated in any of this training.

Training is also being implemented in the framework of the PAS programme mentioned above. This training is meant to guide public procurement officers in implementing the public procurement regulatory framework, and in strengthening the management of their public procurement processes. The programme – which started in 2012 in Lima and which was implemented in 33 public entities by 2015 at all three levels of government (national, regional and local) – includes not only tailored advice to public

procurement entities but also specific workshops. Through PAS, 54 workshops have been implemented between 2012 and 2015, as well as 37 technical round tables.

At the time of this review, OSCE had not yet finalised the new curricula for public procurement training. Until now, the universities with whom OSCE has developed a strategic alliance have had to follow OSCE guidelines in devising the implementation of training (2012). Those guidelines distinguish three levels for the training programmes: the basic, intermediate and advanced levels. For each level, the guidelines specify the number of hours required and give a broad indication of the issues to be covered and competencies to be developed. The indications only cover professional and technical skills. They do not take into account necessary personal skills, nor do they necessarily reflect the multidisciplinary nature of public procurement. Finally, the indications do not correspond to the public procurement functions developed by SERVIR and OSCE. It will be important for OSCE to continue defining new study plans and curricula in accordance with the competency framework and the four job profiles/levels (public procurement assistants/analysts/co-ordinators and specialists/executives).

Given that there is no specific and detailed training curriculum in place, the training offers vary from one university to another. Interviews with representatives from different universities showed for example that there were important variations in terms of number of hours per level (and that the number of hours indicated in the OSCE guidelines was not always respected). This situation prevents the establishment of a standardised, homogenous and coherent training offer that perfectly matches public procurement job profiles and that can be used for managing the career advancement of the public procurement workforce. Also, the differences in the training offers prevent OSCE from monitoring the quality of the training delivered against specific criteria. OSCE should therefore consider revising those specific curricula on the basis of the public procurement competency framework and the four public procurement job profiles/levels, taking into account the specificities of the new public procurement law. OSCE should also make sure that the curricula are in line with SERVIR guidelines.

OSCE should also consider defining specific curricula for suppliers, including MSMEs, in close co-ordination with the Ministry of Production (PRODUCE) as well as the chambers of commerce. The proper occasions to do so are the monthly meetings between the MEF, PRODUCE and some MSMEs (begun in June 2016), aimed at disseminating information on the new public procurement law and related regulation and discussing the main challenges MSMEs have with applying the new legislation. Interviews do in fact show that MSMEs have difficulties in understanding and applying public procurement legislation. Training not only helps MSMEs overcome those difficulties but also helps suppliers access and use e-procurement systems, find business opportunities, develop economic proposals and read tender documents, including technical specifications. Strategic allies do not as yet have any specific or detailed indications on how to develop and implement public procurement for suppliers, even though suppliers represent approximately 20% of the total number of people trained in public procurement.

Public procurement training should cover other issues as well, namely integrity and the use of e-procurement systems. They should target both the public procurement workforce and suppliers. OSCE, together with the strategic allies, has developed face-to-face as well as online training (portals, videos and tutorials) on the e-procurement system SEACE (refer to Chapter 7 on e-procurement). According to OSCE, 5 651 public procurement officials nationwide have been trained in the use of the new version of SEACE (version 3) during 2013 and 2014. OSCE should also consider developing specific curricula for integrity training.

Such training should be in line with the code of ethics training co-ordinated by SERVIR, and should in particular cover conflict of interest issues (see Chapter 8 on transparency and integrity). New relevant issues, such as risk management in public procurement or the implementation of secondary policy objectives through public procurement, might also need to be included in the new curricula. It is worth noticing that Perú Compras is carrying out free training lectures named “Optimising public procurement in Peru” for public officials, suppliers and civil society, in order to explain the characteristics and benefits of public procurement through electronic catalogues of framework agreements, reverse auctions, centralised purchasing and purchases by request.

Finally, it would certainly be relevant to identify ways to include the issue of public procurement in initial/fundamental training in universities, particularly in law schools. Doing so would give more visibility to the public procurement function and help attract students to public procurement careers. It would also increase the number of recently graduated students, in particular lawyers, who have a solid grounding in public procurement issues. Interviews with different stakeholders have shown that there is a marked lack of lawyers specialised in public procurement, and that this affects the way public procurement processes are managed in the country.

5.4.2. Certifying training institutions and trainers to improve the quality of public procurement training

Peru has developed numerous strategic alliances with universities to implement public procurement training, but could consider assessing the training in a more systematic way. OSCE’s trainers should continue to be evaluated in order to ensure continued quality of training.

Needs analysis can also be used in order to determine the gaps in and weaknesses of the existing education system, including training institutions and training availability. Issues may for example arise with the fragmentation of training offers and disparities with regard to the quality of the curriculum and of the trainers. Therefore, training offers need to be assessed as well as their certification and accreditation mechanisms. In this framework, it is important to distinguish between professional/specialised training institutions and universities that deliver initial or fundamental training.

Public procurement training offers are developed and implemented by OSCE directly (in 2015, that body organised training events that were attended by 4 411 participants) as well by universities and other institutions with which OSCE has developed strategic alliances. (In 2015, these strategic allies trained 4 659 participants.) According to the OSCE website, 38 strategic alliances have been developed so far, mostly with private universities. OSCE has not yet arranged public procurement training by ENAP (Escuela Nacional de Administración Pública). The co-operation OSCE has developed with universities is in line with the OECD Recommendation on Public Procurement, which suggests that adherents promote collaborative approaches with knowledge centres such as universities, think tanks and policy centres to improve skills and competencies of the procurement workforce. According to the OECD Recommendation, the expertise and pedagogical experience of knowledge centres should be enlisted as a valuable means of expanding procurement knowledge and upholding a two-way channel between theory and practice, capable of boosting the application of innovation to public procurement systems (OECD, 2015).

According to the OSCE website, the prerequisites for becoming a strategic ally are having administrative, teaching and technical staff and adequate infrastructure. It is

important that the criteria cover quantitative as well as qualitative criteria. Possible criteria to measure the quality of a strategic ally may also relate to research, student opinion surveys, employability of graduates, etc. The duration of agreements are specific, usually 1-2 years. SERVIR is accrediting training centres and universities for 3 years. No later than 30 days after signature of the agreement between the strategic ally and OSCE, the ally needs to present an annual working plan based on OSCE guidelines for the implementation of training (2012). This plan needs to be approved by OSCE. Strategic allies must inform OSCE of new courses at least 30 days in advance of their implementation and share the format and further details on the course offered. The strategic ally also needs to undertake a satisfaction survey and prepare a report on the training results at the end of each training period, again based on OSCE guidelines for implementing training (2012).

As part of its mandate, OSCE is monitoring the number and quality of training offers undertaken by each of the strategic allies. The monitoring team of the OSCE sub-directorate on capacity development 1) verifies the quality of the training offers of the strategic allies; 2) evaluates the quality of the pedagogic offer, teaching materials, infrastructure, etc.; 3) selects, evaluates and monitors the trainers of OSCE; and 4) informs the strategic allies of results of the monitoring and evaluation operations. According to the OSCE website, “virtual medals” are distributed to strategic allies that have implemented the planned activities. There is even a prize for strategic allies that have implemented innovative training methodologies.

The OSCE monitoring team seems to have developed a specific methodology and specific instruments to implement monitoring and evaluation. It is nevertheless unclear if OSCE has sufficient capacity to apply this methodology in a consistent way, and what results have been achieved so far. Against that background, SERVIR could play a more prominent role in certifying the training offered by OSCE and its strategic allies. At the very least, SERVIR needs to ensure that the training is in line with the guidelines in terms of planning, implementation and evaluation of capacity development and trainings.

OSCE is also identifying and certifying trainers for public procurement. According to the OSCE website, 114 trainers have been certified (of which, 90 are based in Lima). Trainers must meet certain criteria, including a professional or technical degree, at least five years’ experience in the area of public procurement, and at least some experience training. Candidates also have to take a test in order to be included in the trainers list. OSCE needs to ensure that the tests for being included in the trainers list are comprehensive, covering all the issues relevant to public procurement. The tests must also be up to date, meaning that they are aligned with the new public procurement law, regulation and directives. In order for the certification to be efficient, OSCE might consider introducing compulsory tests for trainers who are already on the list in order to make sure that the trainer’s knowledge is still up to date (every three years, for example). For the moment, the only condition for being kept on the trainer’s list is to undertake two training programmes a year.

5.4.3. Improving accessibility to training opportunities and information desks to ensure high professional standards

Continue improving the accessibility of public procurement training but while exploring different learning methods, including e-learning. Peru could also consider strengthening its information desks for public procurement officials and suppliers.

Ensuring high-quality public procurement training is as important as ensuring the accessibility of training opportunities. Accessibility can be promoted, by advertising training opportunities correctly; by making sure that the training offer is reaching out to public procurement officials at the national as well as sub-national level; by proposing free training and/or training at low cost (including scholarships); and by making use of new information technologies. Accessibility of information should also be ensured to those who are working on procurement processes in public entities as well as in businesses.

Training opportunities need to be advertised not only correctly but also well in advance. OSCE seems to be correctly advertising new trainings on its website, which provides comprehensive information on the target group, the prerequisites, the length of the training in terms of hours, the modality, the dates, the costs, the certificate delivered at the end of the training, and referrals to strategic allies. Information taken from interviews also seems to indicate that strategic allies send information related to new trainings directly to public procurement entities. Even if that may improve advertisement of trainings, public entities may rapidly be overwhelmed by e-mails coming from 38 different universities. This proactive advertising also reflects the fact that public procurement training has become a “business” for many private universities. If the training offerings are certified by SERVIR, they could also be advertised on the SERVIR website.

The diagnoses of capacity and knowledge gaps (in 2010 and 2014) clearly show regional disparities in terms of public procurement capacity, in particular between the national and sub-national levels. It is therefore crucial to ensure that the public procurement staff members of all regions, in particular regions with a weak public procurement workforce, have access to public procurement trainings. In addition to the SERVIR diagnoses, OSCE is monitoring demand for training, per region. The latest statistics available on the OSCE website relate to the 2014 diagnosis; they specify for each of 12 regions (out of 25) the number of strategic allies present in the region; how much strategic allies are needed; the number of training requests (monthly); and how many training events were organised. It is nevertheless unclear how OSCE is using this information, and if regions with specific needs are being proposed specific and/or additional trainings. The majority of trainers (almost 80%, according to the OSCE website) are located in Lima. Most of the courses also seem to take place in Lima. It is therefore important for OSCE to continue monitoring the training offer per region, and to take into account specific regional needs in the procurement capacity strategy. Against that background, it is also important that strategic allies continue to propose training in universities as well as in-house, which are both “face-to-face” training modalities.

OSCE has made considerable efforts to develop different training modalities (face-to-face as well as online), increasing access to public procurement information and training. OSCE has for example created a “virtual classroom” website (Aula Virtual de OSCE, AVO), which provides access to online courses developed by OSCE and trainers certified

by OSCE for public procurement officials as well as suppliers. Access to AVO is free and without any restriction, ensuring optimal accessibility to training opportunities. The AVO website also includes an online chat and opportunities to come in contact with trainers. OSCE should continue exploring different learning methods – such as e-learning (electronic learning), m-learning (mobile learning) and blended learning (which combines face-to-face instruction with online education) – and develop its training offers accordingly.

E-learning – the use of information and communications technology (ICT) to enhance and/or support learning in education, – may indeed relax time and place constraints and improve accessibility to training. Beyond that, e-learning makes it possible to adapt the pace of learning to the learner, in terms not only of the total time to complete a course or programme, but also of the route each learner takes to arrive at the end of the course (OECD, 2016c). Peru could consider referring to the Norwegian experience in developing e-learning courses on public procurement (Box 5.3). OSCE should also make sure the AVO website is working and continuously updated. OSCE may want to consider regular monitoring and evaluation of the website, in order to make sure users can easily access the information. In addition to the AVO website, the general OSCE website has links to relevant YouTube videos developed by the supervisory body's strategic allies and certified trainers.

Box 5.3. E-learning public procurement in Norway

Recognising the need for capacity building and training of personnel in the public sector – and the costs involved in traditional methods – Norway has developed a platform offering online training. In 2014, Difi, the Norwegian Agency for Public Management and eGovernment, was given the task of developing common digital training programmes and establishing a common platform for distributing and sharing such programmes.

The learning platform (læringsplattformen.difi.no), which was launched in June 2016, provides all public entities and their employees with e-learning courses, and offers them the possibility of sharing their respective digital learning resources with other public entities. The courses are available to everyone for free. They can be easily accessed on computers, tablets and smartphones with simple Internet access, and are compatible with most commonly used web browsers. Once users register and log in, they get an overview of courses begun and completed, and can download certificates from courses taken. The greatest learning effect is assumed to come from mixed forms of learning, e.g. by participation in reflection groups. Most courses come with implementation material for downloading. Surveys showed that the vast majority of participants (80%) liked this way of learning.

In establishing the learning platform the government was seeking to achieve several goals, including increased learning efficiency, increased flexibility and increased access to new and relevant knowledge. E-learning was chosen because it can be carried out regardless of time and place. By replacing local courses with joint training, facilitating content sharing, creating holistic learning pathways, and ensuring consistency between course development and common needs, the quality of training has been improved. Handling a large part of the digital learning through a central unit allowed for better skills management. The main economic benefits are better use of resources, reduced purchases of assistance for course development, fewer overlapping courses, and reduced licensing, administrative and operating expenses for administration and implementation.

Courses in public procurement

Since June 2016, Difi has released four different courses in public procurement available on the learning platform. The courses are normally divided into modules or short episodes, e.g. in the form of video snippets, that can be taken independently. The duration of the courses varies between 30 and 60 minutes in total. The modules are a combination of practical examples, multiple choice questions, and information and tips from experienced buyers and managers. Target groups are both new and experienced buyers as well as managers, and may also include university students.

Box 5.3. E-learning public procurement in Norway (*continued*)

The quest for good procurement – This course provides insight into all phases of public procurement, with useful examples and exercises. It is divided into five independent short episodes about the strategic use of public procurement and its planning, implementation and monitoring. The course also includes a module for managers.

How to avoid social dumping in public procurement – This course contains five short films on foreigner victim of social dumping. It examines how to identify contractors who are not legitimate, how to follow up a contract, and how to build a culture against social dumping.

Life cycle cost for constructions and buildings (LCC) – DIFI has developed three e-learning courses in LCC for constructions and buildings, providing an introduction to LCC; more advanced training and practical examples. Target groups are property managers; maintenance managers; suppliers of goods and services to public buildings, facilities and properties; and university students.

Guide to standard government contracts – Government standard contracts for the purchase of IT hardware and software, **operation and maintenance**, as well as development and consulting services, are drafted by Difi for the public sector, in co-operation with customers and suppliers. The course provides a quick introduction to the agreements, including the use of framework agreements, and guidance on which agreement to use for different purposes.

Source: Information provided by Difi, the Norwegian Agency for Public Management and eGovernment.

One final but central aspect to ensure the accessibility of training opportunities relates to financing modalities. Online training solutions are free of charge, but “face-to-face training” is not. The entities need to cover the costs of the training offers. Interviews with different stakeholders have shown that single entities are restricted in terms of training budgets; they therefore cannot afford diploma courses for example, but only short two- to three-day courses. According to a survey undertaken by SERVIR, the average budget for one person is USD 134¹ per year (USD 184 at central level and USD 66 at sub-central level). An 80-hour public procurement course runs USD 845. Their limited annual training budgets can be seen as an important hurdle to access to training, particularly in the context of changes in legislation that create additional training needs. Given the recent adoption of a new public procurement law, Peru might consider offering more free training to public procurement officials and suppliers, to ensure efficient implementation. All training programmes about the new public procurement legislation offered by OSCE were free of charge, but those proposed by the strategic allies are not. More free classes on the specificities of the new law would ensure greater awareness within the public procurement workforce. OSCE could also identify if specific scholarships, such as SERVIR scholarships, could be introduced or used.

In addition to making training opportunities accessible, information related to public procurement, in particular the new public procurement law, needs to be accessible, for free and at all times. Interviews with several stakeholders have shown that public procurement officers (as well as suppliers) need explanations and guidance outside training as well, and that they cannot always access relevant information in an efficient way. OSCE could consider reviewing the way it assists public procurement officers throughout the year, and propose more efficient and accessible information desks, portals and systems. Public procurement officers shared their difficulties getting in touch with OSCE experts (through the “consultation centre”) and accessing relevant information in a timely fashion. They also mentioned during the interviews that advice given by OSCE differed sometimes with that provided by the MEF, causing uncertainty and lack of

clarity. OSCE has made the effort to develop a specific advice portal on public procurement legislation in order to provide relevant information. It has also developed a FAQ section to cover issues related to the legislative framework, SEACE and the National Registry of Suppliers (*Registro Nacional del Proveedores del Estado*, RNP) that can be further expanded.

5.5. Proposals for action

In order to enhance the capabilities of the public procurement workforce and the suppliers, the following actions could be undertaken by the Peruvian authorities:

5.5.1. Engage in strategic workforce planning

- Peru has identified an institution in charge of the capacity development needs of the public procurement workforce, but could also consider developing a new procurement capacity strategy in order to professionalise public procurement staff.
- Peru has undertaken several diagnoses of the capacity and knowledge gaps of the public procurement workforce; those results should be taken into account when developing the new procurement capacity strategy.

5.5.2. Provide attractive, competitive and merit-based career options

- Recognise the singularity and specificity of the procurement function across its different employment regimes. Recognising procurement as a specific profession could help make it more attractive and more strategic.
- Consider developing comprehensive and coherent public procurement job profiles as well as a specific competency framework for public procurement. All public procurement entities should be encouraged to use these for their recruitment processes and human resource management.
- Peru has developed a specific certification for public procurement staff, but could consider strengthening the performance management of that workforce in order to create incentives and merit-based career options.

5.5.3. Enhance public procurement training availability and quality

- Consider developing specific and detailed training curricula for public procurement officials as well as suppliers, in order to address their needs. Curricula should be aligned with public procurement job profiles and related skills and competences.
- Peru has developed numerous strategic alliances with universities to implement public procurement training, but could consider assessing the training in a more systematic way. OSCE's trainers should continue to be evaluated in order to ensure the continued quality of training.
- Continue improving the accessibility of public procurement training while exploring different learning methods, including e-learning. Peru could also consider strengthening its information desks for public procurement officials and suppliers.

Note

1. The exchange rate of USD 1 = PEN 3.314 (at 9 August 2016) is used for all amounts in Peruvian soles in this chapter.

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