

Chapter 7

Procurement data and performance management system: Toward evidence-based decision making in IMSS' public procurement

This chapter demonstrates how lack of data and of an adequate performance management system hinders evidence-based decision-making and effective management of the procurement function of the Mexican Institute of Social Security (IMSS). Various performance monitoring and management strategies undertaken in OECD countries are also presented.

Introduction

Efficient management of a procurement function requires an evidence-based assessment and decision-making process. It is essential, therefore, that the organisation collects sufficient high-quality procurement data and systematically assess them. These activities are strongly enhanced by the implementation of a performance monitoring and management system. Such a system allows for a regular monitoring of progresses against the priorities identified by the organisation. It also detects specific opportunities to improve the efficiency and effectiveness of the procurement process, and thus contributes to the ongoing improvement of the function.

The review found that there is a lack of sufficient, clear and appropriate procurement data in the Mexican Institute of Social Security (*Instituto Mexicano del Seguro Social*, IMSS). This lack of data is a significant hindrance to the management and growth of its procurement function. It also constrains the development of optimal procurement strategies. The situation is made worse by the absence of a performance management system, which means that the organisation cannot fully assess the results of its procurement activities nor opportunities to identify areas of potential improvements. This results in reduced incentives and capability to improve the function and in limited awareness of its strategic contribution to the operations of the organisation.

Procurement data

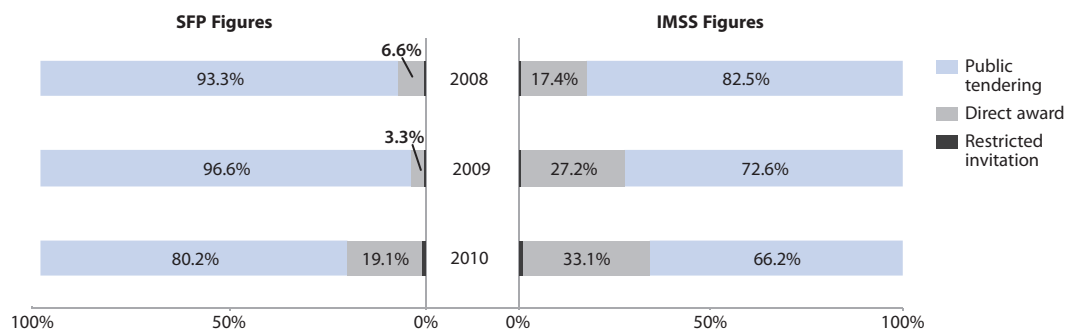
The lack of sufficient and credible procurement data within IMSS strongly limits its capacity to make fully informed strategic decisions and optimise the efficiency of that function

While IMSS procurement units collect various procurement data and statistics, there is no systematic or common data collection strategy. The current lack of capacity to consolidate rapidly and accurately data into organisational-wide statistics and reports is a significant shortfall within the organisation. As an example, IMSS had difficulties providing the OECD with various pieces of information under this review, such as the number and value of all contracts issued for goods and services under Law of Acquisitions, Leasing and Services of the Public Sector (*Ley de Adquisiciones, Arrendamientos y Servicios del Sector Público* – LAASSP). Another example relates to data on the use of exceptions to the public tendering process which are collected at regional committee for approval, but which are not consolidated on an organisation-wide basis, with no mechanism in place to do so.

Furthermore, the limited data available is often inaccurate; some significant errors exist but are not identified and corrected internally. As an example, using information captured by IMSS, the Ministry of Public Administration (*Secretaría de la Función Pública* – SFP) reported in both its fourth (SFP, 2010) and fifth (SFP, 2011) annual reports of activity (*Informe de Labores*) that contracts awarded on a direct award basis to national suppliers for goods and services represented MXN 225 billion (approximately USD 16.7 billion) in 2009. Under this review, IMSS subsequently indicated that the actual figure was MXN 1.3 billion (approximately USD 100 million), attributing the error to manual data entry. Similarly, significant divergence can be found between IMSS data and figures published by SFP in relation to the distribution of IMSS contracts by type of procedure (Figure 7.1).

The current lack of capacity within IMSS to consolidate reliable procurement data at the organisational level and to transfer these data to another Mexican authority like SFP appears to be partly attributable to limited integration of the various systems used (Chapter 8 for further details). This often results in the need for repetitive manual data

Figure 7.1. Comparison of data available from IMSS and SFP on IMSS' contracts by type of procedure (value)



Source: Data provided by IMSS; SFP (2011), “Quinto Informe de Labores” [Fifth Activities Report], www.funcionpublica.gob.mx/web/doctos/temas/informes/informes-de-labores-y-de-ejecucion/5to_informe_labores_sfp.pdf, accessed 7 April 2013.

manipulation in different systems, including extracting, uploading and consolidating data, which leads to errors and discrepancies. Such discrepancies defeat the overall purpose of developing a digitised environment to support management of the procurement function, and works against creating efficient and agile processes.

By the end of 2012, collection and consolidation of procurement data will be facilitated by the migration of most procurement modules to the Institutional Resources Planning (*Planeacion de Recursos Institucionales* – PREI) platform used by IMSS to manage budget and accounting information (see Chapter 6 for further details). However, the current continuous presence of significant errors in key data published indicates a limited use of procurement statistics for planning and evaluation purposes. Data collection therefore appears to be an end in itself at this time. It is essential that it rather become a tool for enhanced assessment and procurement function management.

The current lack of availability and use of credible and complete procurement data prevents IMSS from assessing the procurement system as a whole. It thus prevents addressing various strategic management elements, such as its procurement strategy, internal control, performance monitoring and management, etc. As part (and in support) of the recognition of the strategic role of the procurement function in the organisation, IMSS could consider improving the existing capacity of its procurement information systems. These systems should ensure the efficient collection of key procurement data required for strategic purposes at the procurement unit level. They should also facilitate electronic consolidation of that information at different aggregation levels organisation-wide, eliminating the need for repetitive manual data entry which leads to errors.

In support of that effort, IMSS first needs to look inside the organisation to identify what type of data – such as costs, schedules, methodologies and outcomes – are already available and useful. It could then develop an action plan to collect missing data. Relevant reports should also be produced following adequate collection, use and assessment of that information. This will provide a clearer picture of the various procurement activities undertaken within IMSS, and show the value of that function.

Performance monitoring management system of the procurement function

The actual performance of the procurement function in IMSS is not effectively assessed internally, hindering identification of deficiencies and ongoing improvement

As discussed in Chapter 2, the goals of the procurement function, against which performance should be tracked, are under-defined and not clearly understood throughout IMSS. The leadership of IMSS suggests that there is a strategy for transparency and efficiency, but this does not translate into the procurement function.

Identifying opportunities for improvement and establishing strategic priorities and objectives in a procurement function requires a thorough understanding and assessment of its actual performance. However, such an analysis is currently not available in IMSS as there are no organisation-wide indicators. Some indicators seeking to measure the effectiveness of the procurement function are in place in IMSS, but they are not consistently used and applied among the different units of the organisation. Examples provided include:

- savings compared to previous years;
- the number of contracts awarded;
- timelines for procurement procedures;
- unsuccessful public tenders (*desiertas*);
- number of bid protests and their outcomes; and
- observations of audit bodies.

Furthermore, the *ad hoc* indicators that are available in a few areas are underused in assessing performance. There is no clearly defined reward or penalty system to reflect actual performance. Similarly, the various handbooks issued by the SFP (discussed in Chapter 4), propose performance indicators. They focus, however, on measuring the implementation of the handbooks rather than the real performance of the procurement function.

In order to develop a strategic procurement function with clear objectives that is also focused on continuous improvement, IMSS needs to identify clear organisation-wide priorities and targets and to regularly assess the progress of all procurement units through specific key performance indicators (KPIs). IMSS could therefore consider developing a performance-monitoring and management strategy for its procurement function. This initiative should be based on a well-thought plan determining:

- The specific elements of the procurement that should be subject to ongoing assessment. These elements should cover all important areas of risks, efficiency and initial weaknesses in the various activities of the procurement function, and should be linked to the main objectives identified under the organisational procurement strategy.
- The specific metrics used to evaluate these various elements, including the data collected and the formulas used for their calculations.
- Specific targets for each metric in order to identify improvement objectives and to measure progress against them. These targets should align with the priorities established in the organisation procurement strategy and business plan.

- How continuous improvements will be promoted. Rather than simply identifying weaknesses, current best practices should promote performance-measurement activities that add value through continuous improvements.
- The process under which the procurement performance will be assessed (frequency; responsibility to collect data, calculate the metrics and assess the results; etc.), and the results communicated within the organisation which should be used for strategic planning purposes.

Implementation of the strategy should be carefully considered, so as to minimise the required resources (in time and effort) and costs, while maximising the benefits. The low availability and quality of procurement statistics and data will initially restrict the organisation's implementation capacity. As such, IMSS could consider initiating a performance management monitoring system in stages. For example, the first round of evaluation could focus on a few key metrics and a limited number of procurement units. Other metrics and units could be gradually introduced as required data become available. In order to ensure a timely and efficient assessment of the performance of the entire procurement function, it is crucial that a clear timeframe is established and complied with for integrating these other metrics and units.

To ensure their full integration in ongoing procurement activities, performance priorities and targets should transpose to all levels of the procurement function. This includes the employees, for whom they would be part of the annual evaluation, and the main suppliers subject to performance strategy.

IMSS effort to develop and implement a formal performance monitoring and management strategy is facilitated by the extensive work already done by other organisations, including in the health sector

When developing its performance monitoring and management strategy, IMSS should consider the experience of other OECD member countries (Box 7.1).

Similarly, a supply chain performance measurement report prepared for the Government of Ontario, Canada (Box 7.2) may be of particular interest to IMSS, as it was prepared by health care supply specialists and focused specifically on hospital supply chain.

In addition, OECD member countries are introducing a growing number of strategic and transactional reviews on their procurement systems, which can offer IMSS significant insights on performance monitoring and assessment.¹ The UK reviews briefly described in Box 7.3 offer an example, with further details in Annex 7.A2. While strategic reviews are sporadic exercises rather than periodic ones, as ongoing performance management, they share many key elements and can therefore assist greatly in the development of IMSS performance monitoring and management system.

While assessing and considering such reports and similar initiatives, IMSS should not directly apply their results. Rather, it could endeavour to develop and implement a strategy which reflects its specific context (legal framework, structure and processes, strengths and weaknesses, etc.), as well as one which reflects the priorities and goals identified in its organisational procurement strategy.

Box 7.1. Case studies of procurement performance measurement

1. ENEL Performance Indicators in Italy

Ente Nazionale per l'Energia Elettrica (ENEL) is a partially privatised and government-controlled Italian electricity company with annual spending of EUR 56 billion and EUR 168 billion worth of assets under management (in 2010). It maintains a dominant position in Italy and operates in over 40 countries internationally. It manages a workforce of 80 000 people, approximately half of which are outside of Italy. As such, its contracts are subject to different laws and its procurement processes are diverse. ENEL also has a strong renewable energy development programme, which is complemented by a well-developed green procurement policy (approximately one quarter of procurement spending is “green”). It has a well-developed e-procurement portal, with 70% of the value of contracts processed online. Seventy-five percent of expenditure is with local contractors. ENEL keeps and publishes a number of performance measurement indicators on its procurement systems, including the number of suppliers and the amount of their contracts; the local and foreign content of contracts; the number of contracts by stage of the procurement cycle; occupational health and safety records, and litigation proceedings of suppliers.

2. Chile's Public Management Improvement Programme

The Public Management Improvement Programme (*Programa de Mejoramiento de Gestión* – PMG) is a national programme run by the Directorate of Budgets of the Ministry of Finance. It was established in order to achieve measurable improvement in key aspects of public management. In order to recognise the procurement function through adequate salaries and therefore improve capacity, the programme has included agency and employee incentives linked to performance. Thus salary increases are tied to achievement of PMG goals. Performance indicators, among others, include:

- the rate of acquisitions made as an emergency purchase process;
- the portion of the acquisition's budget carried out through public bids; and
- the difference between the annual plan and the actual acquisitions made during the year.

The Directorate of Public Procurement Contracting is the agency responsible for fixing goals and evaluating improvements made in the field of procurement. By the end of 2003, some 131 agencies had included procurement in their PMG plans and nearly all of them had improved the quality of their procurement function. These results can be partly explained by the efforts devoted to training employees, which included about 7 900 individuals up until 2004, and by investing in information services.

3. Tracking information through workflow information systems in Germany

The German Federal Procurement Agency in the Ministry of the Interior has set up an electronic workflow that helps centralise all information related to the procurement system and provides a record of the different stages of the procurement procedure. Employees are assisted by an electronic workflow, which leads them through the process and coercively supports the application of the four-eye principle. Each decision is well-founded and documented along the milestones of the procurement procedure. All files are stored in a document management system. The Federal Procurement Agency has also recognised the importance of accurate records for maintaining transparency and providing an audit trail of procurement decisions. In addition, supervisors may access any document at any time. In case of suspicion, the person in charge of corruption prevention may also have access to documents for inspection purposes. In either case, the official concerned is unaware of this access. The department for quality management randomly examines documents in the system, while the internal audits review transactions of the previous year. These inspections are not exclusively used to prevent corruption, but also to ensure lawful and economically advantageous public procurement.

Sources: ENEL 2010 Annual Report website, <http://annualreport2010.enel.com/en>, accessed 4 December 2012; OECD (2007), *Integrity in Public Procurement. Good Practice from A to Z*, OECD Publishing, Paris, <http://dx.doi.org/10.1787/9789264027510-en>.

Box 7.2. Procurement performance measurement in health care systems: Experience from Ontario (Canada)

In November 2005, the Ontario Ministry of Finance invited 12 health care supply chain specialists to assess the current state of supply chain performance measurement at Ontario hospitals, resulting in the report, *Performance Measurement – a Report by the Hospital Supply Chain Metrics Working Group* (Government of Ontario, 2006). This document proposes a series of 48 metrics and 21 supporting standards for hospitals to use in evaluating their supply chain performance and target performance improvement. Furthermore, it advises on how to adopt and use the metrics in support of underlying leading practices and recommends their implementation in three stages: basic supply chain operations; emerging supply chain practices; and supply chain excellence.

Two companion reports (Government of Ontario, 2009a and 2009b) issued in 2009, expand on 20 of the metrics and 12 of the standards introduced in the original reports. Each defines the objectives, rationale and proposed benefits, together with formulas, targets, associated variables and potential data sources, related metrics and predicted implementation challenges. The 20 metrics proposed by these recent reports cover six areas of interest (governance and process; financial; transactions and technology; customers; suppliers; and people) and are presented with their objectives in Annex 7.A1 to this chapter.

Box 7.3. Procurement Capability Reviews: Experience from the United Kingdom

In the United Kingdom, Procurement Capability Reviews were first announced in the HM Treasury Report, *Transforming Government Procurement*, and piloted in early 2007. The Reviews are modelled on Departmental Capability Reviews operated by the Cabinet Office but focus on commercial activities of public organisations, both across the whole life cycle, from policy and strategy to delivery and disposal, and across different commercial activities (i.e. from commodity procurement to complex procurement). In order to foster a high level of confidence in the report and its recommendations, the reviews are conducted by a team with significant depth and breadth of experience and knowledge of commercial issues.

The objective of the procurement capability review is to assess three broad areas with corresponding indicators, namely: *i*) leadership (visibility, vision, and confidence levels); *ii*) skills development and deployment (effective resourcing and intelligent client capability); and *iii*) systems and processes (governance and organisation, strategic and collaborative approach to markets, effective use of procurement techniques, and knowledge management).

Use of indicators

A primary aspect of the reviews is the use of key performance indicators to help organisations continuously improve. There are three different types of indicators:

- **Key metrics:** designed to help the public organisation and other governmental stakeholders track whether performance is improving over time. There are nine key metrics.
- **Contextual metrics:** inform the key metrics and are useful to track changes over time, but need to be interpreted alongside other information. Six contextual metrics are used.
- **Diagnostics metrics:** more detailed measures to inform specific lines of enquiry during the Procurement Capability Review or subsequent evaluation. They are not intended for ongoing monitoring of procurement performance. There are eight diagnostic metrics.

Box 7.3. Procurement Capability Reviews: Experience from the United Kingdom (continued)

Key performance indicators are awarded scores on a five-point Red/Amber/Green scale. These scores are subsequently subject to a rigorous moderation process by an independent panel comprising representatives from the National Audit Office (the supreme audit institution), Confederation of British Industry, HM Treasury, and the Cabinet Office. A snapshot of 23 procurement capability review performance indicators over four areas of interest (leadership; skills development and deployment; systems and processes; and results delivered) used under such review can be found in Annex 7.A2.

Improvement and engagement plans

Each reviewed organisation is expected to develop and implement an Improvement Plan in response to the review. The departments, together with appropriate governmental authority, agree on an Engagement Plan based on assessed risk to delivery against the approved Improvement Plan. Follow-up plans include self-assessment by the department six months after the approval of the Improvement Plan, an evaluation around 12 months after the first review to measure progress against the Improvement Plan, leading eventually to a follow-up full review within 24 months.

Source: Based on United Kingdom Office of Government Commerce, Procurement Capability Reviews website.

Proposals for action

In order to improve the management of its procurement function and allow ongoing improvements, IMSS could consider the following proposals:

1. Improving the rapid availability of key solid procurement data in a user-friendly manner. In addition to the increased system integration recommended in Chapter 6, this could be achieved by:
 - a. Identifying key procurement data to be regularly collected and assessed to enable evidence-based management and planning of the procurement function. Includes assessing the data already being collected in various units, and establishing a plan to collect those missing.
 - b. Until the migration of various procurement modules to PREI is completed, implementing a short-term strategy for the collection and validation of key procurement data required for the development and implementation of important strategies and initiatives (including the organisational procurement strategy).
 - c. Strengthening the existing IT capacity to rapidly consolidate electronically that information to various aggregation levels (and organisational-wide) in a user-friendly manner, while minimising data entry. Furthermore, appropriate automatic reports should be generated and analysed in support of various strategic activities (such as annual planning, organisational procurement strategy, internal control, performance management, etc.).
2. Implementing a performance monitoring and management system promoting ongoing improvement, and allowing for the regular assessment of all procurement units by:
 - a. Identifying clear performance indicators, setting a clear and realistic target for each one and monitoring achievement against them on a regular basis.

- b. Communicating progress against these targets throughout the organisation (procurements units, senior management, other departments) in order to increase visibility of progresses made and of the value-added provided by the procurement function.
 - c. Transposing these performance priorities and targets to all levels of the procurement function, including IMSS employees and the main suppliers subject to performance strategy.
3. Due to the current data constraints experienced in IMSS, the performance and monitoring system could be implemented in stages, starting with a pilot including the indicators and units for which data is available and gradually enlarging its scope to all identified indicators and all procurement units.

Note

1. For example, strategic reviews have been conducted in the United Kingdom since 2007 (Procurement Capability Reviews) and the United States since 2008 (Contracting Acquisition Assessments). Transactional reviews have been conducted in the United Kingdom since 2000 (Gateway Reviews), the United States since 2002 (first as Management Reviews and in 2008 as Peer Reviews), Australia since 2005 (Gateway Reviews) and Canada since 2010 (Project Gating).

Annex 7.A1

Snapshot of Ontariobuys supply chain metrics

Area	Governance and process	Financial	Transaction and technology
Goal	Control the plan-to-pay process and use of leading practices	Reduce operating and purchasing costs of the supply chain	Reduce the transactional burden and improve information
Proposed Metrics	<p>Metric 1.1. Percentage of Active Items under Contract Objective: To improve the control of supply chain spending by increasing the number of items bought under a negotiated contract.</p> <p>Metric 1.2. Purchasing Response Time Objective: To improve the ability to quickly issue rush orders to suppliers</p>	<p>Metric 2.1. Average Cost to Issue a Purchase Order Objective: To maximise the productivity of supply chain staff associated with purchasing goods and services, including supplier management, contract management, order processing and problem resolution</p> <p>Metric 2.2. Inventory Turnover in One Month Objective: To optimise the investment in inventory by balancing the cost of storing goods against the cost of replenishment, stock-outs and resulting service failures</p> <p>Metric 2.3. Operating Costs as a percentage of Expenditures Objective: To optimise the overall operating costs of the supply chain department relative to the expenditures on goods and services</p>	<p>Metric 3.1. Number of Purchase Orders in One Month Objective: To create efficiencies and reduce costs by optimising the number of purchase orders</p> <p>Metric 3.2. Percentage of Rush Purchase Orders Objective: To reduce the number of unplanned and unscheduled rush purchase orders by improving planning and demand management</p> <p>Metric 3.3. Number of Purchase Orders Placed per Full-Time Equivalent in One Month Objective: To improve the productivity of the supply chain department in creating and issuing purchase orders</p> <p>Metric 3.4. Average Lines per Purchase Order Objective: To reduce transactional costs by consolidating purchase order lines into fewer purchase orders</p> <p>Metric 3.5. Average Number of Purchase Orders Placed to Top Ten Suppliers in One Month Objective: To consolidate and reduce the number of purchase orders issued to the top ten most active suppliers</p> <p>Metric 3.6. Percentage of Invoices with Purchase Orders Objective: To reduce the number of invoices processed without a purchase order to properly control and manage organisational spending centrally through the supply chain department</p> <p>Metric 3.7. Percentage of Invoice Matches Objective: To improve accuracy in the information contained in purchase orders, receiving slips and supplier invoices</p> <p>Metric 3.8. Percentage of Low Dollar Value Purchase Orders Objective: To increase the use of alternative, easy-to-use purchasing methods for low dollar value purchases</p>

Area	Customers	Suppliers	People
Goal	Improve service delivery through comprehensive understanding of patient and clinician needs	Leverage supplier expertise and resources to drive better supply chain outcomes	Invest in employees to improve their contribution and help make supply chain a profession of choice
Proposed Metrics	<p>Metric 4.1. Stock-outs at the Cart Level Objective: To optimise stock levels at point-of-use storage locations across the healthcare organisation to safeguard patient safety and improve customer service</p> <p>Metric 4.2. Fill Rates to Customers Objective: To improve customer satisfaction at point-of-use storage locations across the healthcare organisation</p> <p>Metric 4.3. Percentage of Items Activated in the Master File in One Month Objective: To increase the scope of goods and services purchased by the supply chain department to include new products and suppliers</p> <p>Metric 4.4. Percentage of Items Inactivated in the Master File in One Month Objective: To rationalise the number of duplicate and alternate products, services and suppliers used across the organisation</p>	<p>Metric 5.1. Percentage of Invoices Paid within Due Date Objective: To increase compliance with agreed-upon payment terms to maintain good supplier relationships</p> <p>Metric 5.2. Supplier Performance Objective: To ensure reliable delivery performance from an organisation's top ten suppliers</p>	<p>Metric 6.1. Voluntary Turnover Objective: To improve retention of quality supply chain staff</p>

Sources: Adapted from Government of Ontario – BPS Supply Chain Secretariat (2009), *Performance Measurement: Phase II – A Framework for Action*, BIS Supply Chain Secretariat of the Treasury Board Office, Queen's Printer for Ontario, Ontario (Canada), www.fin.gov.on.ca/en/bpssupplychain/documents/perf_meas_framework.html, accessed 20 September 2011; Government of Ontario – BPS Supply Chain Secretariat (2009), *Performance Measurement: Phase II – User Guide*, BIS Supply Chain Secretariat of the Treasury Board Office, Queen's Printer for Ontario, Ontario (Canada), www.fin.gov.on.ca/en/bpssupplychain/documents/perf_meas_userguide.html, accessed 20 September 2011. © Queen's Printer for Ontario, 2009. Reproduced with permission.

Annex 7.A2

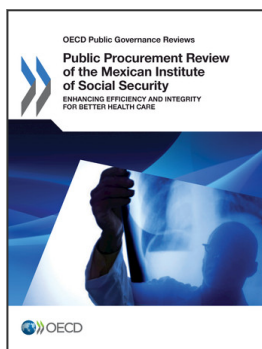
Snapshot of United Kingdom procurement capability review performance indicators

Metrics	Leadership	Skills development and deployment	Systems and processes	Results delivered
Key	<ul style="list-style-type: none"> Stakeholder confidence Supplier confidence 	<ul style="list-style-type: none"> Ratio of procurement value-for-money savings to the cost of procurement function 	<ul style="list-style-type: none"> Average processing cost per purchase order/per invoice Percentage third party spend via pre-arranged contracts Percentage third party spend via collaborative procurement 	<ul style="list-style-type: none"> Procurement value-for-money savings as a percentage of third party spend Percentage third party spend via small and medium enterprises Performance against sustainable consumption and production targets
Contextual	<ul style="list-style-type: none"> Percentage third party spend actively managed by procurement professionals 	<ul style="list-style-type: none"> Cost of procurement function as percent of third party spend Percentage staff turnover of procurement professionals 	<ul style="list-style-type: none"> Percentage of third party spend via procurement cards Percent achievement of payment terms/within 30 days of receipt 	<ul style="list-style-type: none"> Average unit cost of a basket of eleven commodities
Diagnostic	<ul style="list-style-type: none"> Level of head of procurement function 	<ul style="list-style-type: none"> Percentage procurement staff full-time equivalent that are qualified Percentage procurement staff undergoing professional training Percentage procurement employees externally resourced Percentage third party spend covered by supplier relationship management 	<ul style="list-style-type: none"> Percentage third party spend via structured category management Percentage third party spend management via e-sourcing (e-procurement) 	<ul style="list-style-type: none"> Customer satisfaction with supplier performance

Source: Adapted from United Kingdom Office of Government Commerce, Procurement Capability Reviews Website.

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