

**NORTH LINCOLNSHIRE COUNCIL**

**POLICY AND RESOURCES  
CABINET MEMBER**

**PROCUREMENT STRATEGY 2013 – 16 & PANNEL PERFORMANCE HIGHLIGHTS**

**1. OBJECT AND KEY POINTS IN THIS REPORT**

1.1 This report introduces an updated procurement strategy for 2013 – 16 together with an annual highlight report on the progress made by the council's shared procurement service with NELC: Procurement Alliance North & North East Lincolnshire Council (PANNEL).

1.2 The key points in this report are:

- The governance arrangements for PANNEL require the submission of an annual performance summary to the Policy and Resources Cabinet Member. Key performance highlights for 2012 -13 are set out in the report.
- An updated joint procurement strategy has been produced for the period 2013 – 2016. This builds on progress and provides a clear strategic statement of planned development activity shaped around five priority improvement themes.

**2. BACKGROUND INFORMATION**

2.1 The council's shared procurement service with North East Lincolnshire Council, Procurement Alliance North & North East Lincolnshire (PANNEL), co-ordinates the £215m spent every year on supplies, services and works across both councils. The joint team has been operational for 6 years.

2.2 The team has continued to make positive progress over the last 12 months across a broad range of development activities. A summary of key performance highlights for 2012 – 13 is set out at appendix a.

2.3 An updated joint procurement strategy has been produced to build on this progress. Its purpose is to help ensure that our procurement activity continues to deliver excellent value for money outcomes. The updated strategy is appended to the report.

2.4 The strategy has been informed by national and local developments. At national level the strategic landscape for procurement remains dynamic with continued expectation from government that public sector procurement will help to drive cost reduction in support of the deficit reduction plan as well as economic growth.

- 2.5 More locally the essential role of procurement in the successful delivery of major projects as well as supporting commissioning, efficiency, cost-reduction and local economic development objectives is now widely recognised and understood. These aspirations and priorities are reflected in the updated strategy.
- 2.6 Five improvement themes have been determined to help focus and drive forward our procurement development work over the operational life of the strategy:
- Cost Reduction & Value for Money
  - Strong & Effective Governance
  - Economic Growth
  - Sustainability
  - Commercial Development
- 2.7 Of particular note is the inclusion of a new commercial development theme. Over the last 12 months the procurement team has developed a number of new income streams through the traded provision of procurement advice, managed project delivery and consultancy to external customers. This income has provided pump priming that has enabled core function development and improved capacity, including the establishment of a new category management delivery model.
- 2.8 The strategy will be delivered through the completion of the actions and key projects set out in the action plan that accompanies it. It is reviewed and refreshed annually.

### 3. **OPTIONS FOR CONSIDERATION**

- 3.1 **Option One:** Accept the joint strategy  
**Option Two:** Modify or reject the joint strategy

### 4. **ANALYSIS OF OPTIONS**

- 4.1 **Option One:** Endorsement of the revised joint strategy would provide clarity and certainty of both direction and priorities.  
**Option Two:** See above. The strategy had been endorsed by officers across both councils.

### 5. **RESOURCE IMPLICATIONS (FINANCIAL, STAFFING, PROPERTY, IT)**

- 5.1 The importance of effective procurement in delivering budget priorities is detailed in the main body of the report.

### 6. **OUTCOMES OF INTEGRATED IMPACT ASSESSMENT (IF APPLICABLE)**

- 6.1 An Integrated Impact Assessment has been undertaken and indicated no adverse impacts arising from this report.
- 6.2 The procurement strategy will drive forward effective procurement which will improve outcomes and achievement of council priorities.
- 6.3 Decisions and actions taken in the delivery of the actions outlined in this strategy will be subject to further integrated impact assessments as appropriate.

## **7. OUTCOMES OF CONSULTATION AND CONFLICTS OF INTERESTS DECLARED**

- 7.1 The Strategic Commissioning & Procurement Group has been consulted and has agreed the procurement strategy.
- 7.2 Comments on the new strategy were invited from Voluntary Action North Lincolnshire. No adverse feedback was received.
- 7.3 The strategy has been developed in consultation with procurement and commercial technical specialists at NELC

## **8. RECOMMENDATIONS**

- 8.1 That the progress made by the PANNEL team over the last year is noted.
- 8.2 That the procurement strategy for 2013 - 2016 is considered and approved.
- 8.3 That an update on progress with implementing the strategy is submitted to Cabinet Member in November 2014.

DIRECTOR OF POLICY AND RESOURCES

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DATE: 11 NOVEMBER 2013

### **Background Papers used in the preparation of this report:**

Procurement Strategy 2012 - 2015  
Procurement Strategy 2013 - 2016



## PERFORMANCE HIGHLIGHTS: 2012/13

### Cost Reduction and VfM

- Cashable procurement savings of £3m over in the last two years with £1.3m identified in 2012/13
- Finalists at the National GO Awards 2013 – for innovative procurement in social care
- Finalists in SOPO Award for Outstanding Achievement (final result awaited)
- Effective management and support provided to c. 225 procurement projects over £10k across both councils in the last year
- New Category Management structure adopted for the joint team with augmented capacity.
- New commercial arm established to drive council-wide commercial policy and programme development
- Lead a successful regional migration and transfer from the former eTender system (SCMS) to the new portal – Yortender
- Further use of electronic reverse auctions (eAuctions) across a range of high value supplies and services categories
- Continued roll-out of Dynamic Purchasing Systems attracting national peer recognition including consultancy and training provision to NHS Supply Chain.
- Positive benchmarking findings on procurement performance within the Yorkshire and Humber region group – team secured a positive value for money profile.
- Continued effective use of national and regional collaborative deals to maximise economies of scale reducing both councils' costs of procuring commodity items.

### Economic Growth

- Council selected as the national case study for England in the Federation of Small Businesses report on Local Procurement supporting small businesses
- “Buy4northernlincolnshire” concept successfully introduced across Northern Lincolnshire, securing support from nine partners
- Further improvements made to streamline PQQ processes/adoption of best practice

### Sustainability

- Updated best practice Sustainable Procurement Policy strengthening the links with the Public Services (Social Value) Act 2012
- 100% internal client satisfaction with procurement outcomes
- Key procurement training package delivered to schools and academies
- Continued high levels of locally based suppliers winning 44% of all contracts over £10k

### Strong and Effective Governance

- Continued internal audit assurance on the strength of the procurement framework
- Zero supplier legal challenges to 31 October 2013

### Commercial Development

- Successfully secured 3 external contracts for consultancy at commercial fee levels
- Provided training on modern procurement techniques to NHS and other public bodies
- Retained 18 out of 22 Academies for procurement SLA support

North Lincolnshire Council & North East Lincolnshire Council

# Joint Procurement Strategy

→ 'Excellence in Commercial Practice'

2013-2016

# Introduction

North Lincolnshire Council and North East Lincolnshire Council jointly spend £215 million every year on the supplies, services and works needed to deliver quality services to local people. How well we procure our requirements has a critical impact on our performance and the value for money we provide. Over the last 24 months we have continued to improve procurement and have delivered savings in excess of £3m during that period.

In 2006 both councils established a procurement shared service. Procurement Alliance North and North East Lincolnshire (PANNEL) remains a key enabler for delivering efficient and effective procurement performance across both councils.

This Joint Procurement Strategy sets out the direction which will help to ensure that together our procurement continues to deliver excellent value that supports the attainment of both councils’ transformational and financial plans.

This updated strategy builds on the progress we have made in recent years. Our Improvement Themes going forward are:

- Cost Reduction & Value for Money
- Strong & Effective Governance
- Economic Growth
- Improved Sustainability
- Commercial Development

Commitment from officers, elected members and partners is essential for realising this strategy's ambitious targets and objectives.

North Lincolnshire

Councillor Liz Redfern  
Leader of the Council

Simon Driver  
Chief Executive

North East Lincolnshire

Councillor Chris Shaw  
Leader of the Council

Tony Hunter  
Chief Executive

# Contents

**Introduction .....1**

**1 What is procurement?.....2-3**

**2 Where are we now?.....4-8**

**3 Where do we want to be?.....9**

**4 How will we get there?.....10-21**

Cost Reduction & VfM .....10

Strong & Effective Governance .....12

Economic Growth.....16

Sustainability .....20

Commercial Development .....21

**5 How will we know how we are doing?.....22**

**Summary of Key Actions .....23**



Wold Village

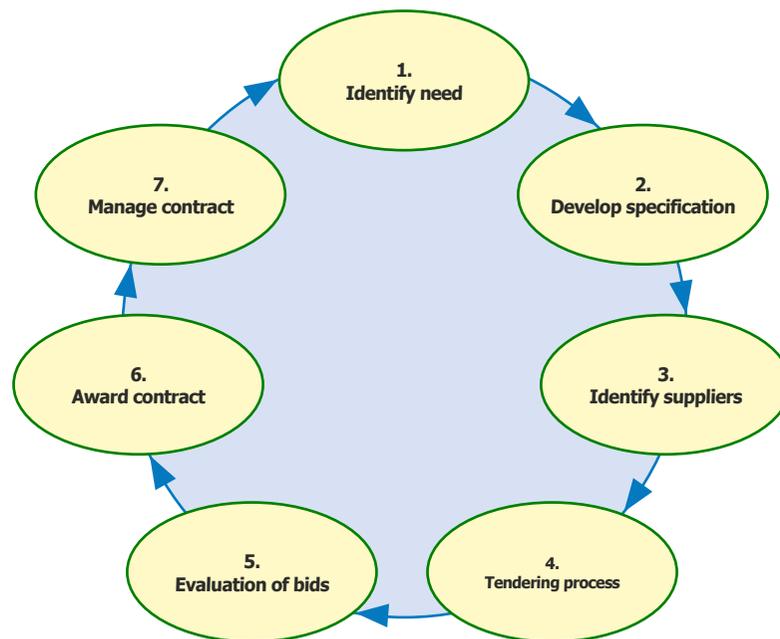
# Chapter 1 - What is procurement?

## 1.1 What is procurement?

Procurement is defined as

'The process of acquiring supplies, services and works, from the initial assessment of a need through to the end of life of the asset or service'

An illustration of a typical procurement cycle is set out below:



## 1.2 Why is procurement important?

'Good procurement is essential to ensure good public services, from buying goods and services that work as they are supposed to, to achieving savings that can be ploughed back into front-line services. The public sector spends over £125 billion a year procuring a wide range of goods and services, from every day items such as pens and paper, to major construction projects such as schools and hospitals. All those who, as taxpayers, use and fund public services have the right to expect government to meet the highest professional standards when it procures on their behalf.'

Transforming Government Procurement

'The Local Government Association supports the overall ambition and vision to develop a sector approach to procurement that maximises VFM, reduces costs of procuring and harnesses the opportunities that procurement can provide to achieve economic growth.'

National Procurement Strategy for Local Government 2013



Brigg Market

### 1.3 Strategic Commissioning & Procurement

#### Strategic Commissioning

Our commissioning strategies help to ensure that service delivery models are continuously reviewed so that our priority outcomes are achieved, the best method of delivery is undertaken and service quality is sustained. This may involve decommissioning services where services are under performing or failing to deliver council priorities. As market conditions change it is important to ensure that models are regularly exposed to competition to ensure that commissioned services provide value for money and continue to meet evidenced need.

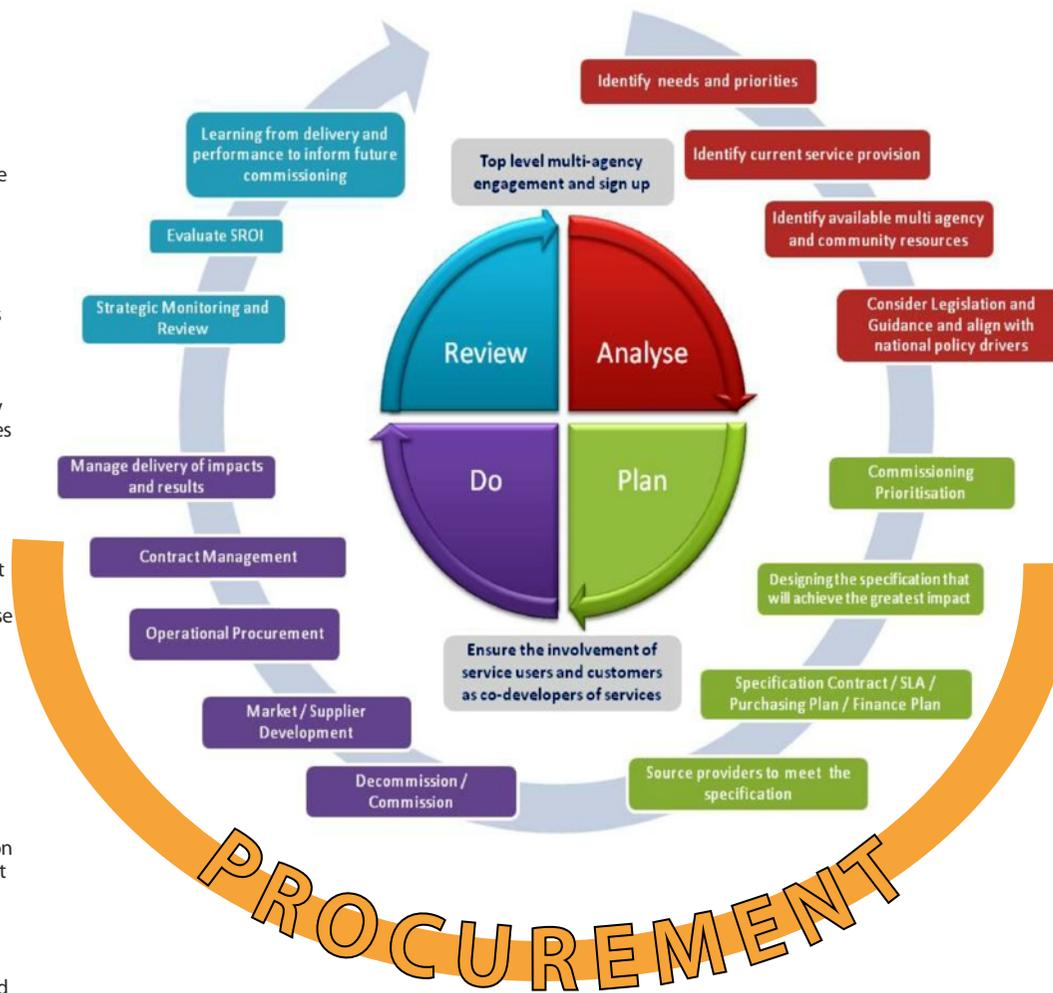
**As we go forward both councils will continue to integrate their procurement and commissioning resources to improve the focus on outcomes for local people.**

As illustrated below, procurement is a key stage in the commissioning cycle.

#### North Lincolnshire Council's Commissioning Statement of Intent Principles:

We will be:

- Collaborative – develop relationships between partners, other council services, commissioning agencies, service providers, communities and service users
- Innovative – be open minded about methods for achieving savings before moving to the tender process and adopt innovative funding models such as social return on investment and payment by results
- Sustainable – focus on quality and value for money that is socially and financially sustainable and does not compromise future budgets
- Affordable – supporting the council to achieve cost reduction targets through more economic and efficient services
- Better evidenced – identify what our shared ambitions should be based on an accurate evidence base
- Challenging – provide constructive challenge to commissioning partners over best delivery models
- Continuous and planned – commissioning must become a core part of how we plan, manage, deliver and evaluate our public services
- Decommissions – decommission the things that have a lower impact in meeting the needs of our community
- Aligned activity – smarter and more flexible contracts
- Provider neutral – focus on need rather than bias towards a particular delivery model



#### North East Lincolnshire Council's commissioning principles:

We will:

- Commission based on a clear understanding of our local assets and citizens and business communities needs putting people and communities at the heart of everything we do
- Follow a consistent commissioning framework making use of the right skills and capabilities in the right places at the right time to get the greatest impact from what we do
- Be clear on the impact we need to achieve from our investment with a focus on quality and value for money, ensuring social and financial sustainability
- Be transparent about the value of our activity
- Aim to commission services jointly, intelligently and collaboratively, with activities aligned with priorities and outcomes and look to combine all our local financial resources
- Challenge ourselves to get the best delivery model evaluating all delivery options on their merits with no bias towards one particular delivery option
- Consider innovative models to fund our activities in support of local sustainability and will not compromise future budgets
- Promote local economic growth and maximise the social value obtainable from our spend
- Develop a strong market place for our activity, ensuring equal access to all, by reducing barriers to market entry with a particular focus on barriers that affect civil society organisations
- Dis-invest in areas which are not making the necessary impact in meeting the needs of our communities based on on-going community feedback
- Make our contracts smarter and more flexible to maximise opportunities and to renegotiate where outcomes are not being achieved
- Continually evaluate the impact and outcomes from our activity



# Chapter 2 - Where are we now?

## 2.1 Key procurement challenges

The need to improve the effectiveness of both councils' procurement activity is driven by national and regional agendas and local priorities.

It is vital that we focus on procurement as a major opportunity to alleviate budget pressures and funding reductions through driving efficiency and transformational service improvement. Research published in a report by the Regional Improvement and Efficiency Partnership in September 2008, claimed that the cost of procuring goods and services outside of a contracted environment is up to 35% higher than those purchased professionally.

Alongside cost reduction, strategic procurement plays an important role in wider council priorities including economic regeneration and sustainability.

## 2.2 Local Context

Our procurement resources are well established and experienced in modern strategic and commercial methods with a demonstrable track record of successful delivery across a diverse range of high value/high risk projects. To date these projects have delivered savings in excess of £14m based on local records at North Lincolnshire Council. Over the past few years both councils have made a step change in capacity, culture and overall approach to procurement, placing them in a strong position to meet future challenges.

Our progress has been acknowledged by partners and peers:



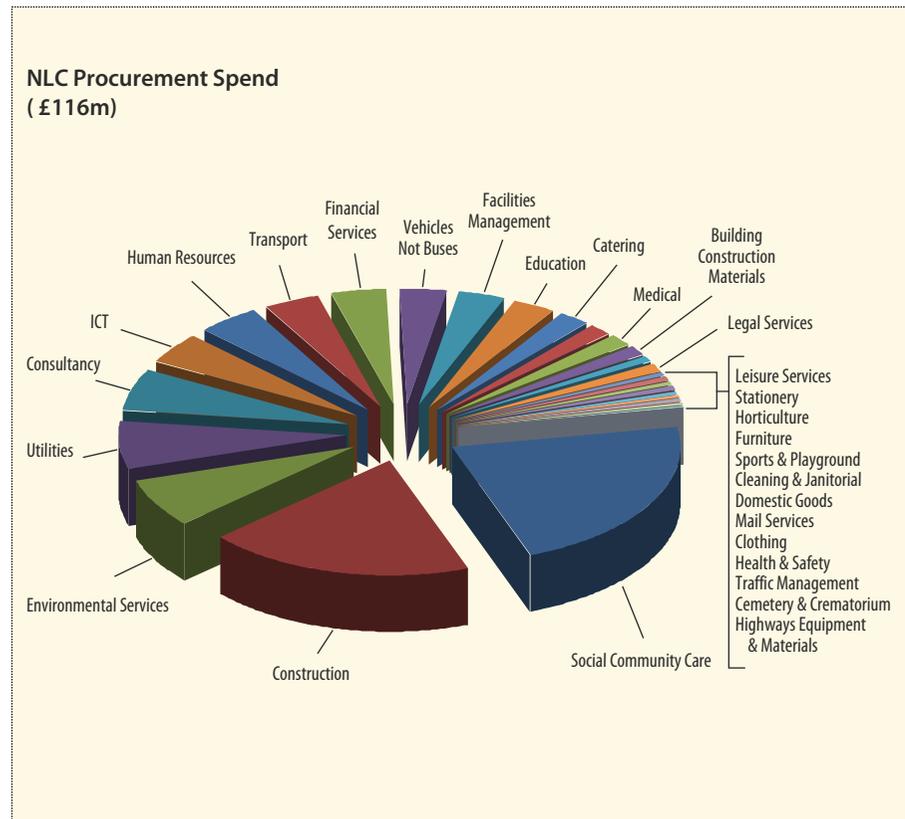
## Key Enablers

Success will depend on the effective underpinning of the following considerations:

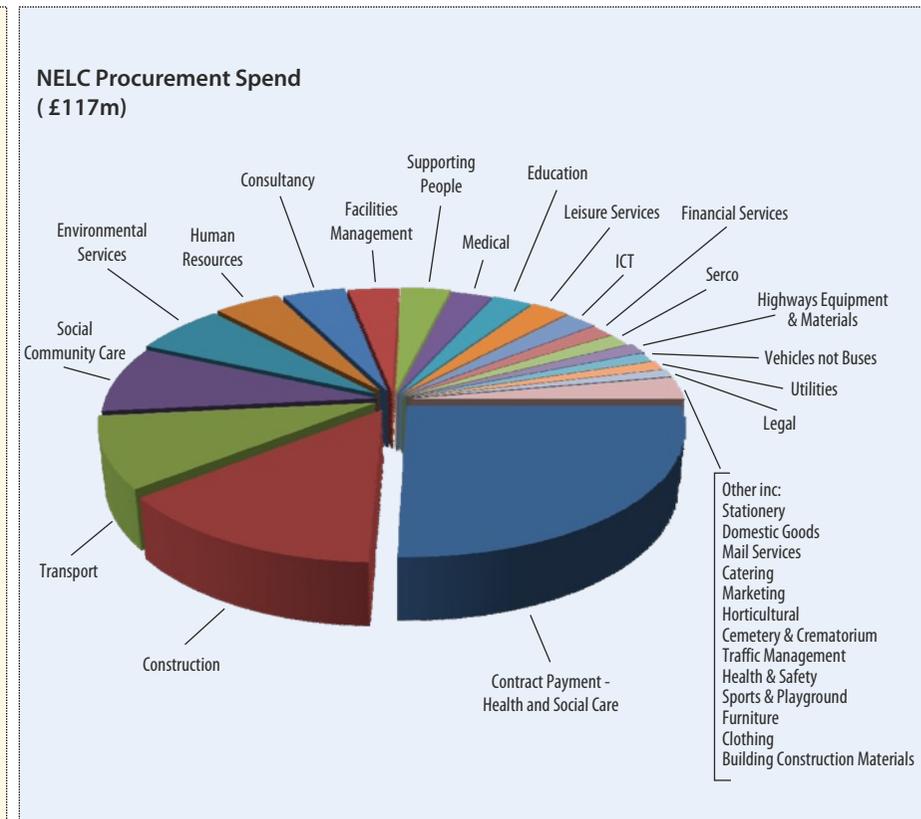
- Continued recognition council-wide of the role of strategic procurement and commissioning in delivering improvement and efficiency;
- Extending the influence of strategic procurement into all major spend categories through the adoption of category management;
- Wider adoption of new tools and techniques such as category management, e-auctions, Dynamic Purchasing System;
- Adequate support from key internal functions throughout the commissioning cycle, e.g. Legal Services, finance, commissioning;
- Adequate resourcing and prioritisation of projects by client directorates;
- Improved forward planning by directorates;
- Effective relationship with strategic delivery partner (NELC);
- Effective balancing of policy objectives and cost reduction targets;
- Clarity and consistency of understanding in terms of the application of "buy local" policies amongst officers and elected members;
- Continued development of procurement and commissioning capacity and capability within services/directorates;
- Strengthening linkages between procurement, commissioning and finance teams to ensure that benefits are captured and realised;
- Development of the function in support of both councils' commercial policies, and
- Political and management endorsement and support for these changes.

The following charts illustrate the diversity of our procurement approach and the commonality both councils share across their principal expenditure categories.

North Lincolnshire Council Procurement Spend



North East Lincolnshire Council Procurement Spend



The tables below illustrate that our procurement improvement focus should target the high value categories of spend. Approximately one-third of our total spend is with 20 top suppliers. Half of our total procurement spend is with 50 suppliers. This is in the context of over 2,000 suppliers currently engaged by each council.

**Top 20 Suppliers - North Lincolnshire Council**

Top 20 suppliers (anonymised) by category for 2012/2013:

No.	Supplier Type	Aggregate Spend
1	Construction	£ 11,865,237
2	Construction	£ 3,714,632
3	Waste	£ 2,609,136
4	Waste	£ 2,457,301
5	Energy	£ 1,696,178
6	Social Care	£ 1,609,278
7	Social Care	£ 1,398,693
8	Transport	£ 1,391,870
9	Social Care	£ 1,354,899
10	Financial Services	£ 1,343,893
11	Social Care	£ 1,302,617
12	Waste	£ 1,096,159
13	Transport	£ 839,616
14	Social Care	£ 743,563
15	ICT	£ 715,367
16	Construction	£ 701,334
17	FM	£ 699,140
18	Children's	£ 669,286
19	Children's	£ 651,333
20	Social Care	£ 645,852
TOTAL		£ 37.5m
% of Total Spend*		32%

**Top 20 Suppliers - North East Lincolnshire Council**

Top 20 suppliers (anonymised) by category for 2012/2013:

No.	Supplier Type	Aggregate Spend
1	Construction	£ 14,226,333
2	Environmental Services	£ 5,012,352
3	Public Transport	£ 2,472,326
4	Social Community Care	£ 2,372,115
5	Social Community Care	£ 2,301,575
6	Education	£ 1,862,697
7	Leisure Services	£ 1,735,447
8	Social Community Care	£ 1,712,117
9	Social Community Care	£ 1,619,943
10	Social Community Care	£ 1,515,086
11	Social Community Care	£ 1,200,830
12	Social Community Care	£ 1,194,215
13	Construction	£ 1,127,425
14	Construction	£ 979,987
15	Construction	£ 944,403
16	Utilities	£ 942,094
17	Social Community Care	£ 922,252
18	Environmental Services	£ 900,927
19	Education	£ 876,135
20	Construction	£ 837,448
TOTAL		£ 44.8m
% of Total Spend*		38%



Horkstow Bridge



Victorian Walled Garden

**Whole systems cost of procurement - Total Cost of Acquisition**

The tables below help to illustrate the end-to-end processing costs associated with the full procurement/pay cycle. Approximately 60% of all invoices by volume are under £500 in value. Both councils use E-procurement and other techniques and methods to reduce the significant internal processing costs associated with high volumes of low value requisitions, purchase orders, invoices and payments.

**Invoices** - The number of invoices processed by the councils in 2011/2012, and their values can be seen from the tables below:

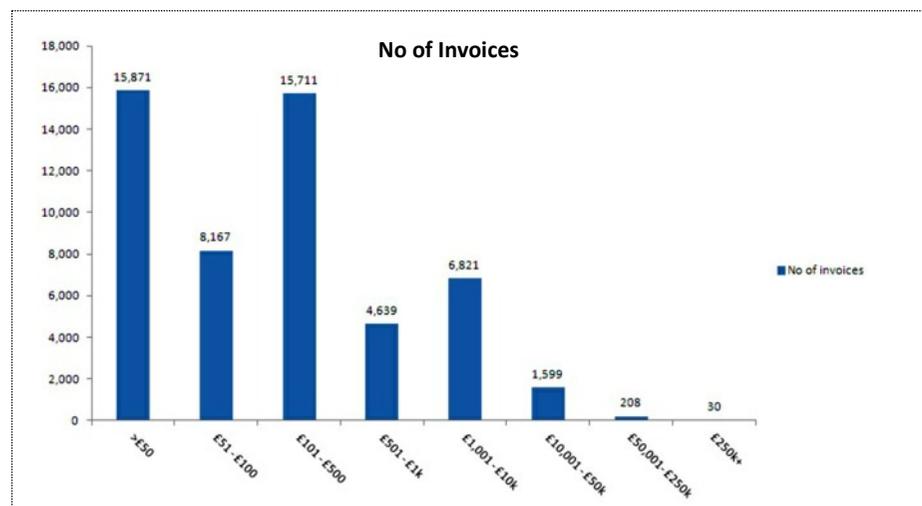
**North Lincolnshire Council**

NLC Top 10 suppliers (By category) by invoice volume	Transactions (No. of invoices)
ICT - Telecommunications	3,340
Education	2,924
Utilities - Electricity	1,149
Stationery	985
Construction - Mechanical	833
Fleet	776
Utilities - Gas	621
Food/Provisions	600
ICT - Hardware	599
Construction - Electrical	590

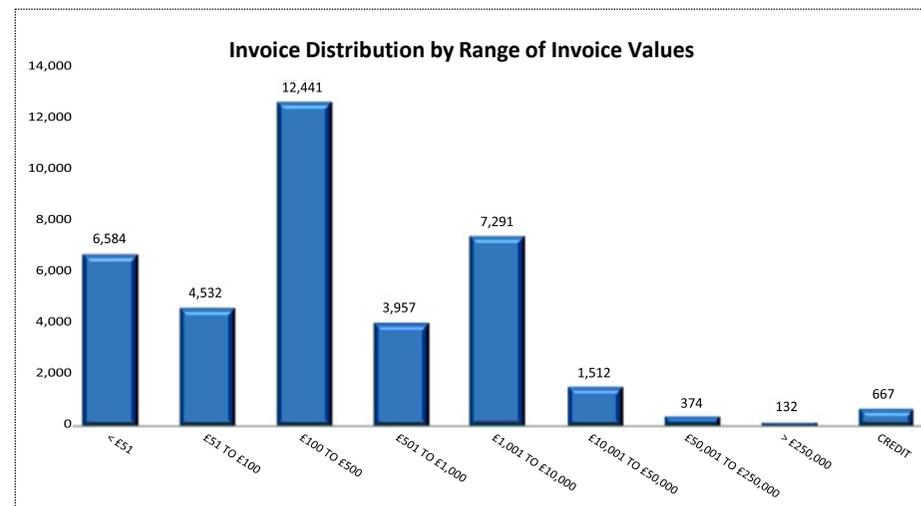
**North East Lincolnshire Council**

NELC Top 10 suppliers (By category) by invoice volume	Transactions (No. of invoices)
Stationery	1,661
Leisure	1,532
Travel and Accommodation	883
Facilities Management	862
Environmental Services	609
Environmental Services	568
Utilities	520
Travel and Accommodation	457
ICT	444
Education	387

**NLC Invoice Volumes**



**NELC Invoice Volumes**



## 2.3 National context

Much of the strategy and policy in respect of local authority procurement is driven by and informed by national reports and agendas.

### Social Value

The Public Services (Social Value) Act 2012 came into force in January 2013. It requires certain public authorities at the pre-procurement phase of procuring services to consider how what is being procured might improve the economic, social and environmental well-being of an area.

### Localism Act 2011

New rights and powers for communities such as the community right to challenge will demand effective procurement performance to achieve better outcomes for local people.

### Commons Select Committee Inquiry into Local Government Procurement

Communities and Local Government Committee is carrying out an inquiry into local government procurement to assess the extent to which it is delivering good value for money. The inquiry will highlight and examine good practice and initiatives within local authority procurement.

Other key reports and initiatives which help to shape our strategy include:

- Transforming Government Procurement;
- National Procurement Strategy;
- National Advisory Group for Local Government Procurement NAG4LGP;
- The 'Whole Service' approach - integration of health, adult social, education and children's services;
- Public health;
- Sir David Varney's report 'Service Transformation: A Better Service for Citizens and Businesses, A Better Deal for Taxpayers';
- National Sustainable Procurement Strategy for Local Government;
- Philip Green Review 2010;
- Open Public Services White Paper;
- Henley Report: Strategy for Deficit Reduction, Service Delivery and Economic Growth;
- North Lincolnshire Council's Commercial Policy;
- Best value statutory guidance.



Cleethorpes Pier & Ross Castle

## Chapter 3 - Where do we want to be?

### 3.1 The purpose and objectives of this strategy

This procurement strategy helps to deliver both councils' strategic plan/council plan objectives. Procurement underpins all internal functions and external service delivery. It is a key enabler of service improvement, transformation and essential for efficient use of resources. At an operational level procurement is a key element of the commissioning cycle and helps ensure that the councils select the best method of delivering services which meet the needs of citizens. Procurement improvement is at the heart of both councils' improvement and efficiency plans.

Strong linkages can be identified between this strategy and both council's key objectives, most notably:

#### North Lincolnshire Council

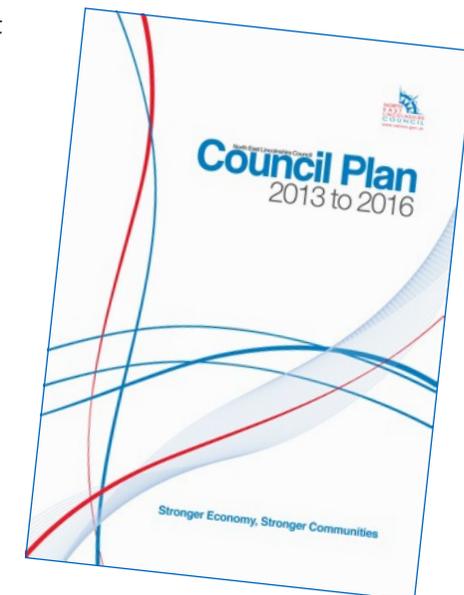
North Lincolnshire Council Priorities:

- Excellence in customer service
- Provide value for taxpayers' money
- Make our communities safer and stronger
- Regenerate our area and increase prosperity.

#### North East Lincolnshire Council

North East Lincolnshire Council Priorities:

- All people in North East Lincolnshire benefit from a strong economy
- All children, young people and adults are ready for work and have skills for life
- All people in North East Lincolnshire enjoy good health and wellbeing



# Chapter 4 - How will we get there?

This chapter explains the processes, tools and techniques which we will use to achieve our objectives.

## Improvement Theme: Cost Reduction & VFM

### 4.1 Category Management

Both councils' have an increasingly developed and mature purchase base. As a result it is becoming difficult to drive year on year savings through traditional procurement techniques.

Category management has its origins in the private sector, notably in the automotive retail and aerospace sectors; its effectiveness is now proven in public sector environments.

A modern approach is needed to meet present and future budget challenges. The approach in the past has been focused on traditional procurement practices of securing price reductions through aggregation and strategic sourcing; it is unlikely that this will continue to deliver the required level of results in the future.

This challenge is increasingly being recognised by the public sector. The public sector as a whole is turning to category management as a new or enhanced model for procurement, not least given the current and future financial picture.

#### How we will use Category Management

Our Category Management approach is an extension of the previous category specialism model building on the strengths and addressing its weaknesses; in essence it is about managing organisational expenditure by discrete categories e.g. Energy, Transport, IT etc.

Specialist knowledge of a specific category is built up over time and improved relationships with key users across the council are developed. Knowledge, relationships and commercial discipline drive cost reduction savings and service innovations. On a practical level it is also about introducing effective commercial disciplines such as demand management (challenging the need to buy/specification/volume), supplier management together with more effective contract management to contain costs. By introducing Category Management we can:

- Improve focus on demand management (usage) to help support both councils' in reducing costs in 2013/14 and beyond
- Strengthen both councils approach to strategic sourcing through identifying major procurements which may be suitable for eAuctions, Dynamic Purchasing System and other commercial tools
- Continue to redesign the way in which procurement is structured through adopting category management principles
- Renegotiate key council contracts where appropriate to reduce costs in line with Cabinet Office recommendations
- Understand where category management would add value
- Define roles and responsibilities of category managers

Our **key** categories are:

- 1): Construction/Facilities Management
- 2): IT & Office Solutions
- 3): Professional & Business Services
- 4): Transport/Fleet
- 5): Technical
- 6): Adults and Children
- 7): Public Health
- 8): Energy
- 9): Waste
- 10): Indirect and Support

Category Management builds on the existing procurement model by strengthening commercial skills across key categories of expenditure to:

- deliver a coherent "category plan" rather than strategy for individual projects, avoiding a potential silo effect
- understand and influence all aspects of commodity spend including knowledge of markets, suppliers and cost drivers in greater detail - category managers are category experts
- close involvement in budget and planning sessions and impact dates for savings and how they are realised within the financial year
- additional responsibilities include demand management to manage spend
- maximise value from supplier relationships including innovation. Become as sophisticated at managing commercial relationships as our suppliers
- continuous improvement process - not "one offs"

#### Where will our focus be?

- Determine categories potentially suitable for category management considering existing skills and resource

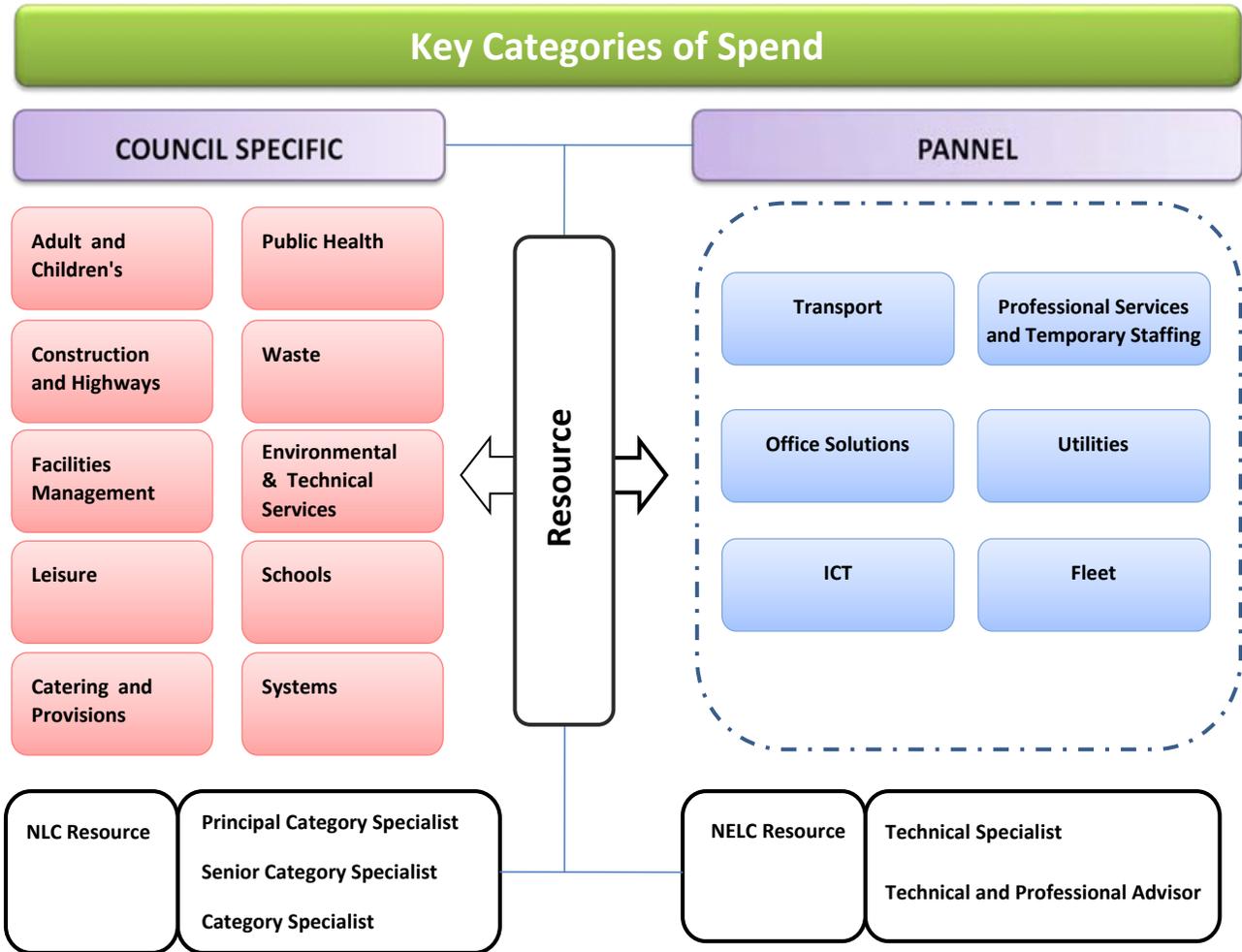
#### The benefits of Category Management

- Influences cost not just price
- Reduces silos and duplication of effort/resource
- Focus on new ways to make savings through improved market, product and service
- Develops market knowledge and closer ties with suppliers
- Improves links and joint working across Procurement, Service and Finance
- Procurement savings are maximised within the financial year
- Emphasis on continuous improvement
- Challenging the need to buy (Eliminate/ Reduce/ Replace)
- Promoting standardisation and variety reduction in products and services
- Effective stock management
- Improved contract management
- Volume management
- Improved relationships with internal clients

Improvement Theme: Cost Reduction & VFM

4.2 Category Management

Through category specialisms aligned with the nationally recognised PROCLASS expenditure classification system, the councils can benefit from the product/service knowledge and market intelligence developed by officers managing specific expenditure categories. Category management will be delivered by redesigning the way we manage key expenditure categories and introducing new tools and techniques.



## Improvement Theme: Strong & Effective Governance

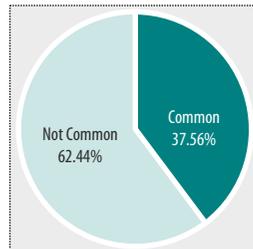
### 4.3 Procurement Governance

#### PANNEL Joint Management Board (JMB)

On 1 April 2006 North Lincolnshire Council (NLC) and North East Lincolnshire Council (NELC) entered into a joint procurement service. In 2008 operations were converged further and 'Procurement Alliance North & North East Lincolnshire' (PANNEL) was formed. In 2013 a further enhancement was made to develop a joint category management capability across both councils. The objectives of PANNEL are:

- Secure better value and efficient use of resources through joint working on common key categories, policy and strategy
- Improve performance against local, regional and national indicators
- Maximise social value across Northern Lincolnshire.

The chart highlights the proportion of suppliers that are common across both NLC and NELC.



The activities of PANNEL are monitored and managed by the JMB (Joint Management Board). Its responsibilities are:

- Agreeing and updating the governance framework
- Agreeing the business plan for the joint team and monitoring progress against targets
- Resolving any issues or disputes that are likely to impede the approved work programme or prevent the joint team achieving its objectives

#### Strategic Commissioning and Procurement Group (NLC)

The purpose of the Strategic Commissioning and Procurement Group is to oversee commissioning and procurement policy and strategy development and disseminate good practice. It comprises senior officers from key procuring and commissioning services across all directorates. The NELC Heads of Service Group oversee the strategic and operational delivery of the commissioning and procurement plan.

#### Review of the Joint Procurement Strategy

The strategy and its appended action plan are reviewed and revised appropriately every year. This is carried out by the Assistant Director Business Support in consultation with NLC/NELC Joint Management Board PANNEL.

The strategy is considered and approved by both councils' Cabinet Members.

#### E-tendering (Yortender)

Both Councils use the regional Yortender system to manage all procurements over £10k. Benefits include:

- Workflow/project management
- Electronic processing
- Visibility of activity
- End to end audit trail
- Provision of a supplier portal

#### Member Involvement in Procurement at North Lincolnshire and North East Lincolnshire

Member involvement in procurement is achieved in the following ways:

##### Council

- Approval of changes to Contract Procedure Rules.

##### Cabinet

- Approval of procurement plans and contract awards for major strategic projects (e.g. waste).

##### Cabinet Member/Portfolio Holder

- Approval of the joint procurement strategy.
- Elected member procurement champion.
- Approval of certain exceptions under contract procedure rules.
- Consultancy Usage Reports. (NLC)
- Annual Contracts Let Report.
- Consideration of annual reports on the performance of contracts/capital schemes completed over £1million.
- Consideration of reports on the proposed procurement strategy for contracts exceeding £1million, and/or having possible workforce implications or other significant sustainability issues.
- Information reports on specific issues.
- Involvement in soft market testing (SMT).
- Project board roles for strategic projects.

##### Audit

- Both councils systematically review procurement compliance through their internal audit plans.

## Improvement Theme: Strong & Effective Governance

### PANNEL Team

The PANNEL Team oversees all major procurement activity. Both councils operate a largely devolved budget and procurement model. However, activity is co-ordinated centrally with advice and guidance provided to services/directorates. Certain services/directorates lead on the procurement of specific supplies, services and works on behalf of the councils as a whole supported by PANNEL. Examples include IT commodities and energy. Our category management plans will strengthen this existing model as outlined in 4.2.

### Procurement in Directorates

Officers responsible for procurement within service areas and directorates must:

- Undertake procurement activity in line with this Procurement Strategy, Contract Procedure Rules, Procedure Manual, Annual Procurement Plan and Market Position Statement.
- Consult with and appraise relevant members as appropriate and, if necessary, seek cabinet member approval for contracts.
- Submit annual updates for the Corporate Contracts Register and Annual Procurement Plan providing full details of their intended procurement activity and projects for the upcoming financial year.
- Seek advice and support as appropriate from the PANNEL Team.
- Be responsive to collaborative and joint projects proposed by PANNEL and act corporately drawing on available expertise and experience.
- Attend procurement training programmes.
- Keep under review the service area's/directorate's capacity to achieve its procurement objectives as stated in its NELC Annual Procurement & Commissioning Plan.
- Participate as required in the Strategic Commissioning & Procurement Group. (NLC)
- Ensure that contracts over £100,000 are signed and awarded by Legal Services.

### 4.4 Contract Procedure Rules

Contract Procedure Rules (CPRs) form part of both councils' Constitution and provide the framework for procurement policies, procedures and processes. Both councils share a common set of CPRs.

The mandatory instructions given in CPRs are supplemented by guidance provided in the Corporate Procurement Manual.

All procurement, whether undertaken by officers, members or on behalf of third parties, must be conducted in accordance with CPRs:

- To ensure compliance with the Procurement Strategy and regulatory framework;
- To obtain value for money, so that we may in turn provide value for money services to the public;
- To comply with the law governing the spending of public money;
- To protect council employees and members from undue criticism or allegation of wrongdoing; and
- To ensure accountability and transparency in the procurement process.

A link to the constitution is available at: [www.northlincs.gov.uk](http://www.northlincs.gov.uk) and [www.nelincs.gov.uk](http://www.nelincs.gov.uk).

### 4.5 EU Procurement Directives

We have a legal requirement to comply with the EU Procurement Directives and these are enforced in UK law through The Public Contracts Regulations 2006 (as amended). This legislation governs the way in which public sector procurement processes must be conducted for contracts over specified thresholds. The regulations are based on the following principles:

- Contracts over specified thresholds must be advertised throughout the EU and procured transparently
- All enquirers and suppliers must receive equal treatment in order to eliminate discrimination on the grounds of nationality
- All the supplier selection, tender and award procedures must involve the application of objective and transparent criteria

Substantial reform of the EU regime is expected in the form of a new directive anticipated end of 2013 for implementation in 2014.

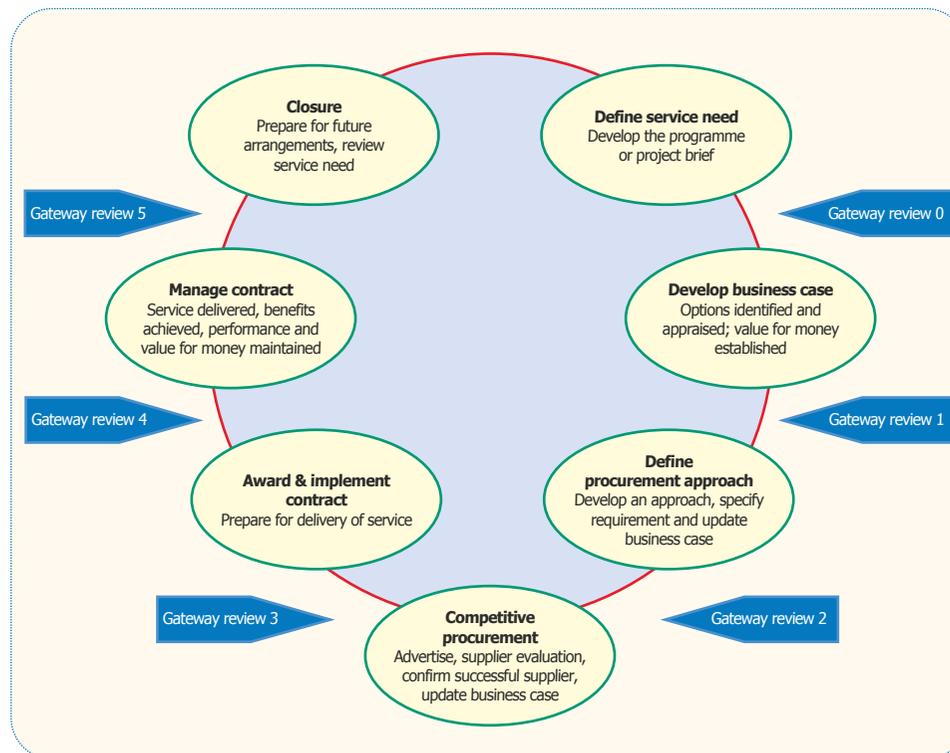
### Transparency

Both councils publish details of contracts awarded on a monthly basis via their websites. The format aligns with government guidance on transparency and open data.

## Improvement Theme: Strong & Effective Governance

### 4.6 Project management and risk assessment

All major procurement activity should be undertaken in accordance with national and local project management guidance and methodology, including consideration of gateway reviews as illustrated below.



### 4.7 Building capacity - competencies & training

Effective procurement requires capacity commensurate with the volume and complexity of the activity.

The councils have developed a joint and externally delivered procurement training programme that delivers the skill levels required by officers to meet the needs of the council. Supporting resource documents are made available in both hardcopy and electronically through the councils' intranet sites.

A specific set of competency criteria for procurement has been developed to support both councils' workforce planning frameworks. Procurement is also included in induction training for managers and new starters.

For procurement and commissioning specialists, a joint training programme accredited by the Chartered Institute of Purchasing & Supply (CIPS) has been developed. Specialists are encouraged to attain the internationally recognised MCIPS qualification.

Our implementation of category management will require a new set of skills to realise the benefits across commissioning and procurement.

Core skills will focus on:

- Category planning and management
- Market knowledge
- Negotiation
- Relationship management
- Spend management
- Commissioning process
- Commercial awareness
- Sales techniques
- Social value

### 4.8 Contract and standing list management

The councils operate a small number of standing lists of approved contractors. The rules governing the set up and operation of standing lists are set out in CPRs.

**Improvement Theme: Strong & Effective Governance**

**4.9 Ethics probity and conduct**

The councils are committed to the highest standards of fairness, transparency and consistency in all their procurement activity. All decisions will be objective, transparent and auditable. In all their dealings, members and employees (including agents and consultants) must maintain and demonstrate the highest standards of honesty, integrity, impartiality and objectivity.

These commitments will be achieved by compliance with both councils' Constitutions which contain the following:

- Contract Procedure Rules;
- Financial Regulations;
- Codes of Conduct for members and officers; and
- The Scheme of Delegation.

The Whistleblowing Policy and Counter Fraud Strategy supports the above rules and procedures.

Both councils require their partners, contractors and sub-contractors to demonstrate high ethical standards in all of their activities.

**4.10 Bribery Act 2010**

The Bribery Act 2010 came into force on 1 July 2011. For the purposes of this Act, bribery is defined generally as giving someone a financial or other advantage to encourage that person to perform their functions or activities improperly or to reward that person for having already done so (Ministry of Justice, 2011).

The council's policies/systems to counter bribery are:

- Corporate gifts and hospitality
- Manager induction programme
- Whistleblower charter
- Member induction training
- Employee Code of Conduct
- Counter fraud strategy
- Member Code of Conduct
- Procurement policy
- Corporate induction programme

**4.11 Workforce Matters and Staff Involvement**

As workforce issues are often a key factor in service procurement decisions, it is essential that both councils understands such issues from both the public sector employee and private sector employer perspective.

The views of Trade Unions and employing organisations will form a part of intelligence gathering and services are encouraged to consult with Trade Unions.

Both councils undertake to comply with national guidance and to work constructively with union and workforce representatives in respect of procurements which have the potential to affect staff.



Ashby-cum-Fenby



Normanby Hall

**Improvement Theme: Economic Growth**

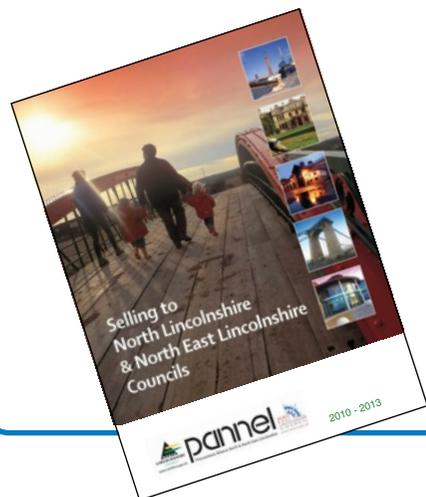
**4.12 Skills Pledge**

In 2008 Cabinet Office issued a joint statement declaring how government will support and develop a world class skills base to compete in a modern global economy.

The aim through the pledge is to ensure that employees working on key council contracts are recruited, retained and motivated to deliver high quality services. This will bring benefits for the economy, the public and the taxpayer as well as the government, its service providers and their employees.

To achieve this aim, all employees delivering key council services, whoever their employer, should be given access to training for basic skills and, should they wish it, access to trade unions and to sources of advice.

We will continue to encourage key suppliers to sign up to the skills pledge and offer apprenticeships where appropriate.



**4.13 Economic development**

Economic development is central to both councils activities. Their regeneration strategies outline how they will deliver the social and economic regeneration of North Lincolnshire and North East Lincolnshire.

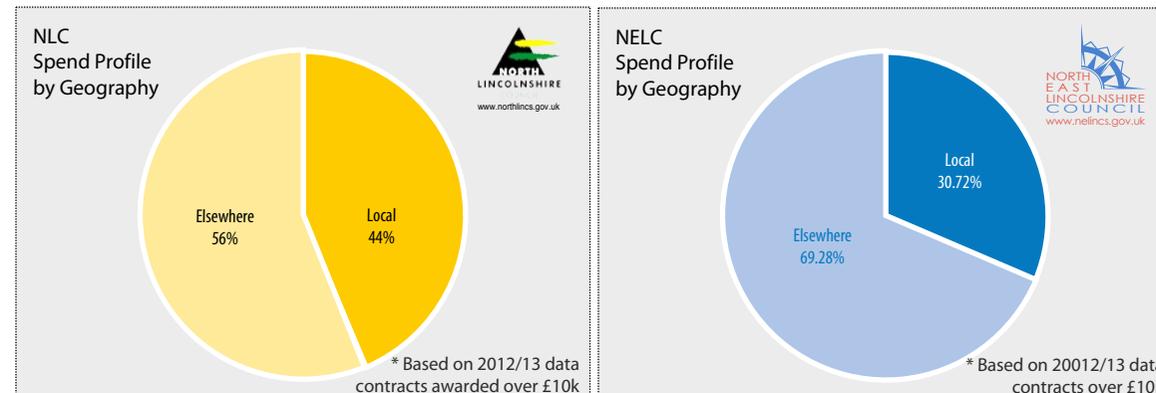
This entails stabilising, renewing and growing the local economy capitalising on the success of current business activities whilst identifying and stimulating new routes to employment and economic opportunity. The emphasis is on increasing the creation and survival of new high value added businesses, in identifying, targeting and securing new appropriate inward investment and improving employment opportunities and skills.

Procurement will contribute by actively engaging with local, regional and national suppliers. We are committed to hosting regular "Meet the Buyer/SME" events to provide an opportunity for local suppliers to meet the PANNEL team and buyers within each service area/directorate where appropriate.

Providing high quality information and advice and through capacity and skill building, within legal constraints we will assist local businesses, SME's, ethnic minority, women owned businesses, voluntary and community organisations to build their capacity and skills to win and retain contracts with the councils and the wider public sector.

The "Selling to the Council" guide is available on our websites; [buy4northernlincolnshire.co.uk](http://buy4northernlincolnshire.co.uk)

**Spend with Local Suppliers**



**Improvement Theme: Economic Growth**

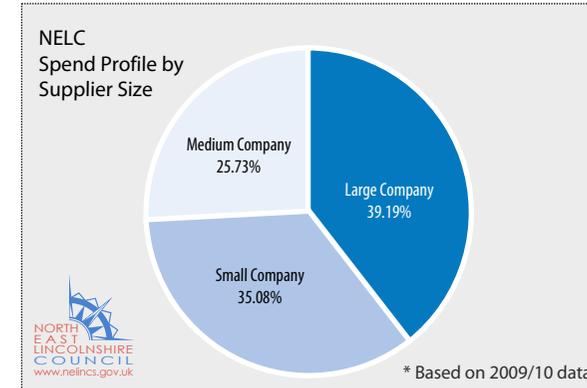
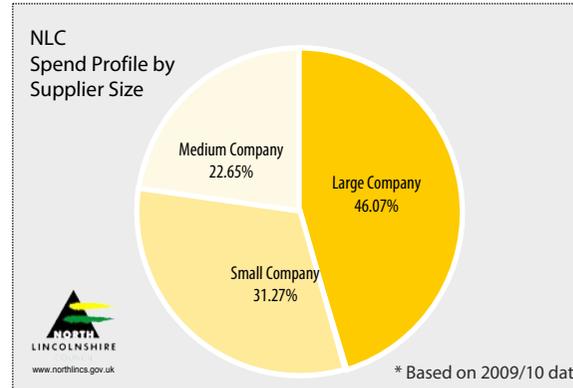
**4.14 Mixed economy of providers and approach to the market**

The councils acknowledge that small and medium sized and ethnic minority and women owned businesses, together with the voluntary and community sector and social enterprises may be discouraged from tendering for contracts because of a number of perceived or real barriers. These include:

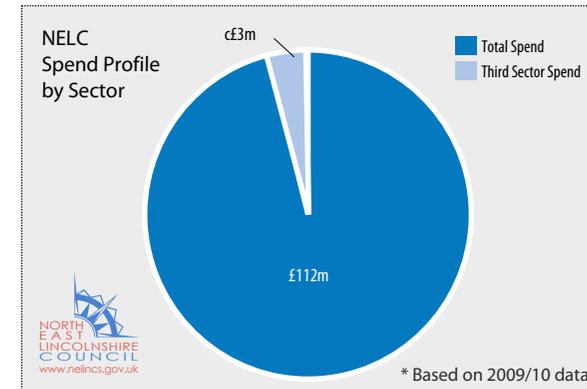
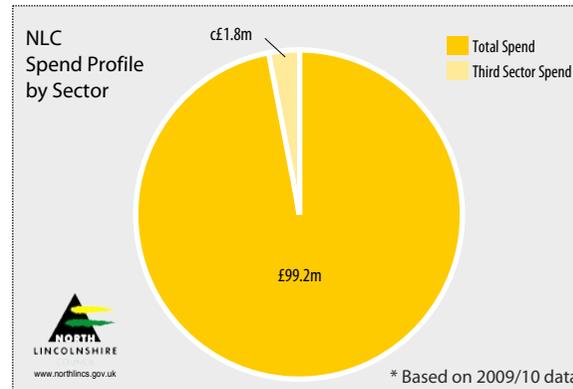
- Not being able to find out about opportunities;
- Believing that the processes involved in bidding are unnecessarily complex and costly; and
- Trends towards larger and longer-term contracts.

The charts adjacent set out the proportions of both councils procurement spend which is currently delivered by small and medium sized firms and Third Sector organisations.

**Spend with SMEs v Other**



**Spend with Third Sector Providers v Other**



It is recognised that SME and Third Sector organisations can offer a range of benefits including:

- Stimulating competition
- Responsiveness and commitment
- Flexibility and accessibility
- Quality of service
- Specialisms
- Innovation
- Value for money
- Valuing council business
- Unique access to the community
- Shared goals, objectives and ambitions
- Understanding of local needs and priorities
- Social value

## Improvement Theme: Economic Growth

The councils are committed to further developing a mixed economy of providers. To meet this commitment:

- Working with Directorates PANNEL will provide procurement advice on market research to identify potential service delivery options. Detailed market research/intelligence gathering will be carried out at the early stages of any project or service review depending on the specific needs and benefits to the individual service area/directorate.
- Directorates will undertake a rigorous and transparent appraisal of alternative service delivery options where viable options exist and have the potential to deliver higher quality/ lower costs.
- The PANNEL team will apply a challenge process to the 'make or buy' decisions taken in respect of the procurement of service delivery.
- Procurement training will inform those officers and members involved in procurement of its role in challenging service delivery methods and in the evaluation and selection of the right method of service delivery.
- The councils will develop their 'Buy 4' programme which aims to achieve a positive and diverse market response to underpin the objective of a 'Mixed Economy'.
- The councils will continue to undertake a programme of activities to remove obstacles to SME participation in procurement.

- The PANNEL team will undertake a supplier analysis as part of this to inform the council of the impact of its procurement activities on its providers and where possible their supply chains.
- Provide training to hard to reach groups of suppliers where appropriate.

Both the Joint Procurement Strategy and the Supplier Engagement Programme are designed to encourage participation in competition by businesses which find it difficult to access the local government market, in particular **Small to Medium Sized Enterprises (SMEs)**. These will support and reflect the guidance within the **Small Business Concordat** which both councils signed up to in 2006.

In 2013 NLC were selected by the Federation of Small Businesses as its case study for England, recognising the work undertaken to improve small business engagement and participation in council procurement.

### 'Buy 4' Northern Lincolnshire

A recent development is the introduction of a Buy 4 concept. It aims to bring together key partners from across the public sector in the area, to share a common approach to local suppliers and development where organisations can obtain information about a wide range of procurement and support services across North and North East Lincolnshire. This will:

- Promote better understanding of procurement opportunities
- Promote relationships and partnership working
- Support local economy
- Reduce barriers and complexity

Details: [www.Buy4NorthernLincolnshire.co.uk](http://www.Buy4NorthernLincolnshire.co.uk)

### Compact - Procurement Code of Practice

The councils have joined together to develop a Compact Code of Good Practice 'Working Together, Better Together'. The compact sets out how the public sector and voluntary/community and third sector will work together in North and North East Lincolnshire to benefit the local communities. The Code of Good Practice maintains Compact principles of communication, joint working, action and trust and allows the third sector to grow and develop to become more effective in the long term.

It aims to influence financial relationships between the Public sector; private sector, local strategic partnership arrangements and voluntary, community and third sector organisations (TSOs). Its principles and undertakings apply to grants, contracts and commissioning arrangements.

The code:

- Sets a framework for the financial relationships across sectors, and
- Sets out undertakings for both sides, based on what each can expect from each other.

The code is consistent with the public sector's duty to achieve value for money and adhere to principles in Government accounting, European Union procurement law and UK public law.

Details: [www.thecompact.org.uk](http://www.thecompact.org.uk)

Improvement Theme: Economic Growth

4.15 Partnering and collaboration

The councils will actively seek out opportunities for VfM in procurement through joint activity, including:

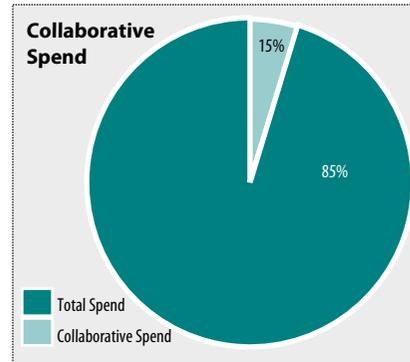
- Shared services;
- Joint commissioning;
- Partnerships; and
- Collaborative arrangements.

The councils acknowledge the importance of collaboration and working with other partners from the public, private and voluntary sectors, including public health, to deliver quality, value for money services to our customers.

The councils will, where suitable, and where it constitutes value for money, increase the use of Procurement/ Purchasing Consortia and buying organisations such as Government Procurement Service (GPS) formerly OGCbs (Office of Government Commerce Buying Solutions), YPO (Yorkshire Purchasing Organisation), ESPO (Eastern Shires Purchasing Organisation), and ERYC Supplies (East Riding of Yorkshire Council). We will also widen our network of Councils/ Partners we work with. Recent joint procurements include new relationships with

Wakefield Council, East Riding of Yorkshire Council, Procurement Lincolnshire, NHS North Lincolnshire. This will help to capitalise on economies of scale, available capacity and help reduce procurement costs in some instances.

We will encourage the development of new methods and approaches to procurement that will deliver services more efficiently, effectively and economically; develop better relationships, and promote co-operative procurement arrangements, on behalf of the councils with public, private and voluntary sector organisations, as a way of providing more flexible and cost effective services.



Currently, c.15% of our total procurement spend is via collaborative procurement arrangements.

The scope for increasing the proportion of spend procured collaboratively is evident from the chart on the left.

**Building, Highways and Construction**

The councils will improve and develop their construction procurement to achieve the objectives and benefits set out in the Government's Construction Strategy.

This will focus on the development and implementation of:

- Approaches to construction/ highways and management through developing a new corporate construction framework;
- Client leadership, customer focus and extensive stakeholder involvement;
- Market intelligence;
- Acquiring feedback from suppliers; and
- Improved cost intelligence and price benchmarking.

## Improvement Theme: Improved Sustainability

### 4.16 Sustainable procurement policy

North and North East Lincolnshire Councils recognise that they have a vital role in furthering sustainable development, through their procurement activities. Procurement decisions have a major socio-economic and environmental implication, both locally and globally, now and for future generations. The councils will therefore strive to deliver the policy commitment below:

#### PEOPLE, EDUCATION & AWARENESS

- Educate, train and encourage our workforce to review their consumption of goods/services, reduce usage and adopt more environmentally friendly alternative products
- Communicate the sustainable procurement policy to our workforce, suppliers and stakeholders

#### POLICY, STRATEGY & COMMUNICATIONS

- Consider the whole life costs and benefits of environmentally preferable and low carbon goods and services as alternatives where value for money can be demonstrated.
- Investigate the impact of the council's expenditure on material goods, services and works to identify potential environmental, economic or social impacts.
- Social value will be considered where lawful and appropriate in accordance with the Public Services (social value) Act 2012.
- Investigate opportunities for the recycling and re-use of materials where appropriate and available
- Assess the environmental and corporate risks to the organisation with a commitment to continually improving sustainable performance related to the supply chain in support of ISO14001 accreditation
- Utilise PANNEL to improve and promote sustainable procurement performance across both councils.
- Source ethically produced goods and services such as the Fair Trade mark in line with council policy

#### PROCUREMENT PROCESS

- Promote best practice for sustainable procurement.
- Ensure that where appropriate, proportionate and relevant to the subject matter of the contract, suppliers' environmental credentials are, as far as legally practicable, considered in the supplier evaluation process and that environmental/sustainable criteria are used in the award of contracts.
- Specify, wherever possible and practicable, the use of environmentally friendly and low carbon products and services where value for money can be demonstrated on whole life cost grounds. Specification options will include:
  - low carbon or wholly renewable energy sources
  - Carbon Trust's Enhanced Technology List
  - BRE Green Guide "A" rated products
- Ensure key suppliers are required to provide CO2 information and assist the council in reducing its carbon impact

#### ENGAGING SUPPLIERS

- Educate our suppliers regarding the council's environmental and sustainability objectives
- Encourage and persuade suppliers to adopt environmentally friendly processes and supply environmentally friendly goods/services.
- Address barriers to entry in order that Small and Medium Sized Enterprises (SMEs) and local suppliers are encouraged to bid for the council's business, in particular making use of initiatives such as 'buy4northernlincolnshire'.
- Work with key suppliers to make changes and thereby extend sustainability improvements throughout the supply chain.

#### MEASURES & KEY ACTIONS

- Comply with all relevant environmental legislation
- Benchmark progress against BS8903 "Principles and Framework for Procuring Sustainably"

## Commercial Developments

### 4.17 Commercial Developments

In order to provide additional investment in developing and enhancing our strategic procurement capabilities, North Lincolnshire Council will actively source and pursue suitable external commercial income opportunities on a traded service basis.

The council's priority customer base remains schools and academies across North Lincolnshire. However we will also consider wider procurement support opportunities from other public bodies and small and medium sized enterprises.

Our offer includes:

- Ad hoc procurement advice and guidance
- Bespoke procurement project support
- Fully managed support service
- Consultancy services

All activity will be undertaken in accordance with the council's commercial policy and will continue to evaluate opportunities for developing new income streams such as the dividend obtained through associate membership with the Yorkshire Purchasing Organisation and other contract specific rebates.

The Leadership at North East Lincolnshire is undertaking a comprehensive review of current provision against future reviewing priorities and how these will shape future service delivery and income generation.



Baths Hall



Grimsby Docks



Waters Edge Country Park

## 4.18 Performance management

Targets for improving procurement performance are set through:

- The PANNEL Business Plan.
- Council budget processes.
- Procurement Savings KPI and other operational indicators.
- Annual procurement savings targets.
- Targets as specified in individual business cases.

Appropriate monitoring processes are in place to ensure that performance is measured and that the reasons for success or failure are captured and understood.

The Key Performance Indicators (KPIs) for PANNEL are reported on and monitored through both councils Performance Review processes.

KPI Ref		
Value for Money		
FICP 39 LIB/P5	Spend through collaborative arrangements	Annually
FICP 38 LIB/P4	Spend through established contracts	Annually
New	Percentage of total third party spend within the local area	Annually
PRBS 2 LIB/P8	Percentage of local spend through contracts let (over £10k)	Monthly
Major Projects		
FICP 41	End user / Client satisfaction (at time of award and after two years)	Quarterly
Cost Reduction & Efficiency		
FICP 32 VFM/1	Cashable savings identified through strategic sourcing and demand management (annualised)	Monthly
FICP 43	% spend influenced by category management	Annually

## 4.19 Regional benchmarking

We participate in the Regional Procurement Performance Management and Benchmarking Framework survey.

The external third party spend of the Yorkshire & Humber Region Local Authorities is circa £4.6 billion per annum, which represents some 52% of total expenditure. A considerable and growing proportion of this external expenditure is directly managed or indirectly influenced by Procurement. The impact Procurement has, especially in the current financial climate, is strategically very important and it is therefore critical that Local Authorities have high performing Procurement.

As a result the Region has put in place a Procurement Performance Management & Benchmarking Framework consisting of a group of measures covering Procurement Efficiency, Professional Maturity and Value Add. The results will be used to provide performance trend analysis, identify areas for improvement and enable us to identify top performers who are then willing to share their reasons for success with others.

In addition, the positive and fact based data in this report will be used to provide the confidence and reassurance that our Procurement is high performing and we know where it needs to improve and we are proactively tackling those areas.

## 4.20 Procurement savings and benefits realisation

Both councils have adopted a standardised approach for the recording and reporting of procurement savings. Savings have been classified as follows:

- **Tier 1** - Cashable savings which can be realised in budgets.
- **Tier 2** - All other savings including cost management eg cost avoidance, inflationary based.
- **Tier 3** - Additional financial/non financial benefits which have been negotiated but do not have a price or usage impact eg free of charge, sale of assets, income generation.

Additionally PANNEL have introduced a new set of indicators which highlight the level of involvement by the team. They are as follows:

- **Level 1** - Lead/Drive
- **Level 2** - Influenced/Initiate
- **Level 3** - Peripheral involvement

We will continue to capture and record procurement savings to ensure that they are used effectively to support both councils' budget processes.

# Summary of Key Actions: 2013-2016 (Reviewed annually)

Summary of actions - Cost Reduction & VFM	Date
➤ Implement new category management model for key categories of spend	Dec 2013
➤ Introduce a category management toolkit	Mar 2014
➤ Continue to partner and collaborate where possible to secure economies of scale and reduce procurement costs	Ongoing
➤ Continue to use eAuctions for common purchases where appropriate	Ongoing
➤ Continue to use and develop dynamic purchasing systems where appropriate to drive competition and open access to SMEs/VCOs	Ongoing
➤ Increase the use of commissioning, soft market testing and procurement to drive VFM improvement	Ongoing
➤ Use of the EU Open Procedure where appropriate to stimulate more competition and remove barriers to SMEs/VCOs	Ongoing
➤ Determine strategic commissioning model for cabinet approval (NLC)	Nov 2013
➤ Use appropriate and more rigorous negotiating techniques to reduce costs/achieve additional value where lawful	Ongoing

Summary of actions - Strong Effective Governance	Date
➤ Refresh contract procedure rules	Mar 2014
➤ Update joint procurement strategy	Aug 2013
➤ Consider making corporate procurement manual into a full electronic guidance pack (self-service model)	Apr 2014
➤ Refresh procurement pocket guides for council and schools	Apr 2014
➤ Review procurement guidance to reflect EU procurement legislation	Feb 2014
➤ Refresh and re-launch training for officers responsible for procurement and commissioning	Sept 2013
➤ Consider eEvaluation (PQQ) module of Yortender and also consider streamlining system templates - and ensure functionality is fully utilised	Dec 2013
➤ Co-ordinate the annual procurement plan and related Market Position Statement for 2014-15	Feb 2014
➤ Continue to contribute to support Yorprocure regional procurement group	Mar 2014
➤ Develop a financial assessment model for Open and Restricted Procedure	Dec 2013
➤ Continue to encourage procurement officers to attain CIPS qualifications	Ongoing

Summary of actions - Economic Growth	Date
➤ Implement the government's proposals on making public sector procurement accessible to SMES.	
➤ Run 1 VCO sector event	Sept 2013
➤ Continue to monitor local spend and VCO/SME spend levels	Ongoing
➤ Promote skills and apprenticeships and other social considerations on appropriate contracts	Ongoing
➤ Further develop Buy 4 Northern Lincolnshire	Mar 2014
➤ Update 'selling to the council - suppliers guide'	Dec 2013
➤ Continue to work closely and in conjunction with VANL to enhance local social value outcomes	Ongoing

Summary of actions - Sustainability	Date
➤ Provide refresher training for officers in key areas where sustainable procurement is appropriate	Mar 2014
➤ Update sustainable procurement policy	Feb 2014
➤ Minimise key carbon impacts in new projects where appropriate	Ongoing
➤ Adopt best practice Social Value Toolkit and refresh in CPRs	Mar 2014

Summary of actions - Commercial Developments	Date
➤ Continue to promote procurement support to maintained schools and academies by schools brochure and build new income across new sectors	Ongoing
➤ Promote the procurement commercial offer to public sector bodies and SMEs in line with the council's commercial policy	Ongoing
➤ Maximise income from SLAs, rebates and dividends	Ongoing



North Lincolnshire Council & North East Lincolnshire Council

# Joint Procurement Strategy

'Excellence in Commercial Practice'

2013-2016