

# Cavan County Council

## Corporate Procurement Plan 2019-2022



**(Version 2)**

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# 1. Introduction

Cavan County Councils **Corporate Procurement Plan 2019 – 2022** has now been amended under this (Version 2) to incorporate essential changes to Text throughout and to revise the Key Performance Indicators.

## 1.0 Corporate Procurement Plan - Department Guidelines

- In July 2005, the Department of Finance issued the National Public Procurement Policy Framework (Circulars PPP 3/06 and PPP 5/06 refer) requiring all Public Bodies, including all City and County Council's, to produce annual Corporate Procurement Plans in their organisations, as part of a wider programme of Public Procurement reform.
- Department guidance for Corporate Procurement Planning in the Local Government Sector was issued in October 2007.
- In October 2015 - The Local Government Strategic Procurement Centre (LGSPC) published a new guidance document for Corporate Procurement Planning in the Local Government Sector following consultation with Procurement Officers, the Department of the Environment, Community & Local Government and the Office of Government Procurement.
- In February 2018 - The LGSPC updated the guidance document for Corporate Procurement Planning in the Local Government Sector.
- In January 2019 – The Office of Government Procurement (OGP) issued an information note on the Corporate Procurement Plan and an information note on the Procurement Officer Role.

## 1.1 Previous Council Corporate Procurement Plans

- In 2008 Cavan County Council produced its 1<sup>st</sup> Corporate Procurement Plan - **Corporate Procurement Plan 2008 – 2015**
- In 2016 Cavan County Council produced its 2<sup>nd</sup> Corporate Procurement Plan - **Corporate Procurement Plan 2016 – 2019**

## 1.2 Actions delivered during the lifetime of the previous Council Corporate Procurement Plan 2016 - 2019

### a) Increased Procurement Awareness with Staff through: -

- A Clear line of procurement communication
- A new user-friendly Procurement Procedure Manual
- A new inhouse Procurement Information Website
- Procurement training to Staff.
- Key Performance Indicators (KPI's).
- The provision of Standardised Tender Template Documents for staff.

### b) Implemented Measures to uphold Procurement Ethics and Risk Management through: -

- Increased staff awareness and accountability through procedures, protocols and training.
- The use of a Procurement risk register, to identify procurement related risk, controls and required actions.

### c) Promoted Better Spend Analysis through: -

The **mapping** of all the organisations local agresso financial product codes to national financial product codes.

### d) Provided Continued Support to SME's through:-

- Supplier information and Training Events
- A strong working relationship with the **Local Enterprise Office (LEO)**.

### e) Promoted continued compliance with the Public Spending Code through: -

- Procedures, protocols and the annual completion and submission of the Quality Assurance report to the National Oversight and Audit Commission (NOAC). Confirmation of assurance of compliance with the Public Spending Code was also sought on an annual basis from the Heads of each Section / Department.

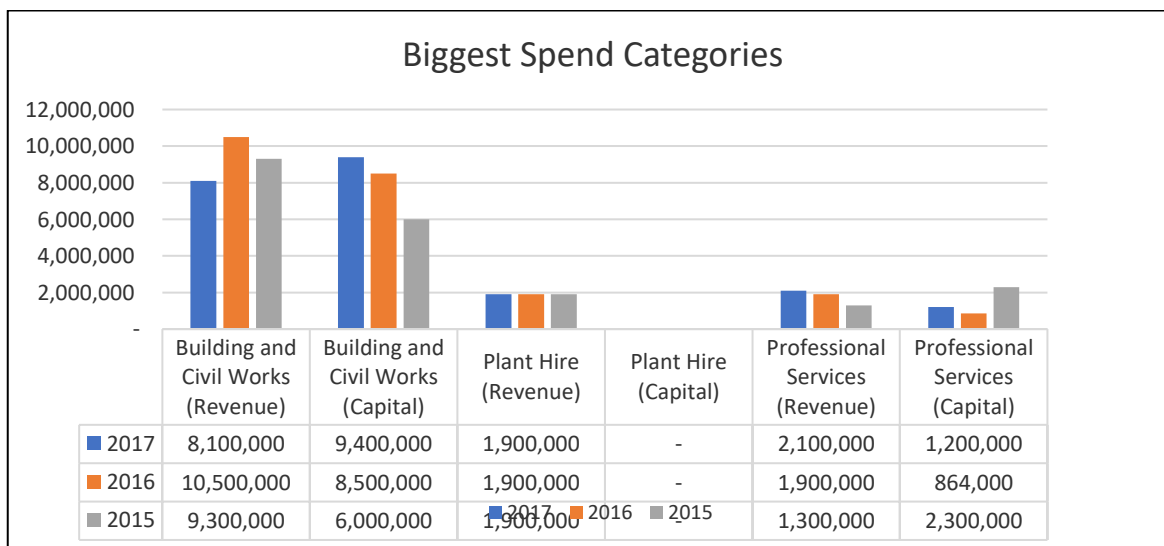
### f) Introduced Stronger Financial Controls through: -

- The implementation of the new Agresso Milestone 4 system, including new Procurement Checks, and new Purchase Order Requisition and Approval procedures.
- Revised Purchase Order approval Thresholds, and Revised Contract approval Thresholds
- New staff guidance regarding Chief Executive Orders, Agresso Product Code selection, and Low Value Purchase (LVP) cards.

### 1.3 Spend Analysis – Summary.

The following is a financial summary of procurable spend, based on the findings from annual spend analysis conducted over the past three years 2015, 2016, and 2017: -

- The organisation spent between €26m – €28m annually on procured Works, Supplies and Services.
  - €17m - €19m of this referred to Revenue Spend and
  - €9m - €10.5m referred to Capital Spend.
- Over 1400 Trade suppliers were paid each year.
- Over 6000 Purchase orders were raised each year.
- The spend categories with the biggest annual procurable spend were Building and Civil Works, Plant Hire and Professional Services.



- The Departments with the greatest procurable Spend were the Roads Department and Housing Construction.

#### Based on Trade Supplier Addresses –

- **93% - 95%** of Trade suppliers were located in the Republic of Ireland (44% - 45% in County Cavan and 48% - 51% in the rest of the Republic)
- **87% - 97%** of procurable spend was paid to Trade Suppliers located in the Republic of Ireland (28% - 35% in County Cavan and 59% - 69% in the rest of the Republic)
- Out of the organisations top 20 paid trade suppliers, 5 - 8 suppliers were located in County Cavan.

## 2. Overview

### 2.0 Plan Overview

This **Corporate Procurement Plan 2019 – 2022** (hereinafter called the “Plan”) is a framework document that sets out how Cavan County Council (hereinafter called the “Organisation”) will conduct its procurement function for the next three years (2019 – 2022) and replaces the organisations current Corporate Procurement Plan 2016 - 2019.

This Plan introduces and promotes a new procurement strategy for the organisation, with a number of new key strategic measures. It also supports and reaffirms controls and procedures already put in place during the lifetime of the previous plan and establishes a platform for new organisational and procedural controls to further strengthen the organisations procurement function going forward.

It also introduces: -

- A new Central Tendering Administration Unit (**CTA Unit**),
- A new Procurement Steering Group,
- A new Quarterly Public Procurement Monitoring Report,
- New measurable actions and Key Performance Indicators (KPI's)
- Stronger controls for the Requisition / Purchase to Pay Cycle
- Stronger controls for the use of Low Value Purchase Cards
- Revised Local rules for tendering requirements valued below the National Threshold,
- Revised Local rules for tendering requirements valued above the National Threshold,
- Revised staff approval limits for Purchase Orders (**Appendix 1**).
- Revised staff approval limits for entering into / signing Contracts, (**Appendix 1**).

And It reaffirms: -

- The use of Procurement References and Quotation Forms,
- The proper use of Chief Executive Orders,

This Plan puts in place the principles and proper foundation on which the organisations procurement function will operate. It is not intended to address day to day operational issues. Instead, the operational protocols and procedures required to deliver and support this Plan are provided for, in a separate document titled the **Council's Procurement Procedure Manual**. The manual itself will be revised annually to give staff an updated and consistent approach across all elements of procurement and ensure tendered competitions comply with the Principles of the European Treaty and all relevant EU/National Law and National guidelines.

This Plan enables Cavan County Council to: -

- identify, state and measure their procurement objectives;
- assess the organisational structures, processes and systems
- identify areas to be strengthened over the lifetime of the plan; and
- identify opportunities and strategies to achieve greater value for money.

This Plan supports the requirement under the Councils Professional Indemnity Policy with Irish Public Body that the council must take all reasonable care to ensure that best practice policy is adopted and implemented to achieve strict compliance with the obligations and regulations of public procurement law.

It strongly endorses that all Procurement and Contract Award irrespective of value must adhere to the following Principles of the European Treaty

- Transparency
- Mutual Recognition
- Equal treatment
- Non-discrimination
- Proportionality

During the life time of the plan, an in-depth analysis of the organisations procurement spend, and function will be conducted annually. In addition to this an annual progress review will also be carried out on the delivery of the actions, goals and targets detailed under appendix 2 of the Plan. The Chief Executive (CE) and the Senior Management Team will be presented with the findings.

Finally, this Plan is prepared in consultation with key parties, including budget holders and the Management Team. It is intrinsically linked to the principals and strategic objectives of the organisations corporate plan and will be renewed and reviewed in line with it.

## 2.1 Legislative overview

This Plan requires all council staff to comply with and adhere to all relevant, Procurement Directives, Legislation, Circulars and any other legal requirements currently in place or put in place during the lifetime of the Plan. Council staff engaged in procurement must also adhere to the **Council's Procurement Procedure Manual**, and all procurement policies and procedures put in place by the organisation.

## 2.2 Definition of Public Procurement

This Plan defines Public procurement as “ ***the acquisition, whether under formal contract or not, of works, supplies and services by public bodies. It ranges from the purchase of routine supplies or services to formal tendering and placing contracts for large infrastructural projects by a wide and diverse range of contracting authorities***”.

From a practical perspective, the procurement process includes the following steps:

-

- Step 1 – Pre-Tender Stage – Need and Budget
- Step 2 – Prepare Tender Documents and Tender
- Step 3 – Open Tenders and evaluate
- Step 4 – Award Contract and Appoint
- Step 5 – Ordering
- Step 7 – Contract Management
- Step 8 – Processing Payments
- Step 9 – Close Contract and Review.

The organisations procurement function must therefore cover a wide range of areas such as Policy and Governance; Budgeting and Planning, Supply Sourcing; Operations, Contract Management, and Requisition / Purchase to Pay.

It is important to note that ‘Purchasing’ is a subset of the overall procurement process. It refers to the transactional process of buying goods and services or engaging a works contractor or consultant i.e. raising a purchase order on the Agresso MS4 system, receiving the goods and services and the receipt of invoice and payment.



## 2.3 National Procurement Reform

This Plan supports the Governments Plan for Public Procurement Reform and emphasises the importance of utilising Central arrangements where possible.

As part of the Public Service Reform Plan, the Government in 2014 established the **Office of Government Procurement (OGP)** to drive a new consolidated and integrated approach to public procurement. The establishment of the OGP represents a key milestone towards centralised procurement for goods and services for the entire public sector.

The OGP identified sixteen main spend categories across the public sector. The OGP will put in place contracts/frameworks for 8 of these categories from which all public service bodies can buy (Known as OGP Led Categories).

**The remaining 8 spend categories are identified as predominately sector-specific spend categories** and therefore Health, Education, Local Government and Defence will retain sector procurement functions for these Sector led Categories, which they will procure on behalf of all public bodies.

The **Local Government Operational Procurement Centre (LGOPC)**, based in Kerry County Council, will lead up two categories on behalf of the public sector, i.e. Minor Building Works and Civil and Plant Hire. The other categories are managed by other agencies.

OGP Led Categories	Sector Led Categories
<ul style="list-style-type: none"><li>• Professional Services</li><li>• Facilities Management and Maintenance</li><li>• Utilities</li><li>• ICT and Office Equipment</li><li>• Marketing, Print and Stationery</li><li>• Travel and HR Services</li><li>• Fleet and Plant</li><li>• Managed Services</li></ul>	<ul style="list-style-type: none"><li>• Local Government<ul style="list-style-type: none"><li>– Minor Building Works and Civils</li><li>– Plant Hire</li></ul></li><li>• Health<ul style="list-style-type: none"><li>– Medical Professional Services</li><li>– Medical and Diagnostic Equipment and Supplies</li><li>– Medical, Surgical and Pharmaceutical Supplies</li></ul></li><li>• Defence<ul style="list-style-type: none"><li>– Defence and Security</li></ul></li><li>• Education<ul style="list-style-type: none"><li>– Veterinary and Agriculture</li><li>– Laboratory, Diagnostics and Equipment</li></ul></li></ul>

## 2.4 Other Arrangements

This Plan supports and promotes the use of other Central Arrangements, Regional Arrangements and other Collaborative Arrangements where possible.

## **3. Mission Statement**

### **3.0 Mission Statement**

“To ensure that Cavan County Council’s Procurement function is discharged with probity, transparency and accountability, adheres to EU/National Law and National guidelines, and operates in the most efficient and effective way to support value for money purchasing while achieving the required standards to deliver quality services to the citizens of County Cavan”.

### **3.1 Promoting Business Ethics in Public Procurement**

Council Staff must comply with the Department of Environment, Heritage and Local Government Code of Conduct for employees, the charter on Ethics in Public Procurement, the Councils own Fraud and Corruption, Prevention and Contingency Plan and any other relevant document that may be introduced during the life time of this Plan.

The Council’s procurement function must be discharged with probity, transparency and accountability and in a manner that secures best value for public money.

Probity requires the purchasing process to be conducted

- Ethically
- Honestly, and
- With fairness to all participants

Transparency and accountability requires that the basis for decisions is demonstrably clear and objective and that the purchaser is held to account for the conduct of the procurement process.

### **Codes of Conduct**

Council Staff are required to maintain the highest standards of probity in the performance of their duties and to comply with codes of standards and behaviour that apply in respect of them.

### **Acceptance of Gifts/Bribes**

Council Staff should not accept benefits of any kind from a third party which might reasonably be seen to compromise their personal judgement or integrity. The actions of Council Staff should be above suspicion and their dealings with commercial and other interests should bear the closest possible scrutiny.

#### **3.1.1 Legality**

This Plan requires all Council Staff to exercise their powers and duties lawfully, and be aware of the provisions of the various Acts, Directives, regulations, policies and procedures that are relevant to their function.

### 3.1.2 Disclosure of Interest

Relevant staff and Elected Members must comply with the disclosure of interest requirements under the Ethics in Public Office Acts 1995 and 2001 (as amended) and Part 15 of the Local Government Act 2001 as amended by the Local Government Reform Act 2014.

This plan also promotes the use of “appropriate measures” to prevent, identify and remedy conflicts of interest in the conduct of a procurement procedure to avoid any distortion of competition and to ensure equal treatment of tenderers.

***A conflict of interest includes any situation where a relevant staff member has directly or indirectly a financial, economic or other personal interest which might be perceived to compromise his or her impartiality and independence in the context of the procurement procedure.***

### 3.1.3 Confidentiality of Information

Confidential Information / Commercially sensitive information must be kept secure and never used for personal gain or to prejudice fair competition. Notifying Tenderers and Disclosure of Information must be done in accordance with the relevant EU/National procurement guidelines. Some information on the tendering process may be disclosable under FOI legislation where invoked.

**Members of a Cross-Functional Team / Evaluation Team (incl outside specialists).** Examination of tenders must be carried out by a team with the necessary competence. The team may include independent representation. External experts can be used in complex evaluations to provide advice or recommendations on the technical aspects of the tenders to the evaluation team.

External experts must sign a confidentiality and non-disclosure agreement and comply with any other security or confidentiality requirements of the contracting authority and should return to the contracting authority all documentation, materials and notes received or made during the evaluation.

Staff members part of a Cross-Functional Team / Evaluation Team must inform their Line Manager (in writing) of any form of personal interest which may impinge, or might reasonably be deemed by others to impinge, on their impartiality in carrying out their duty as part of the evaluation team. The Line manager must then decide if the exercise should be dealt with by another member of staff or seek further advice.

## 4. Objectives

### 4.0 Objectives over the lifetime of this Plan.

- a) To ensure Cavan County Council staff **comply** with procurement Directives, Legislation, Circulars and other legal requirements, and that staff engaged in procurement also adhere to the organisation's procurement policies and procedures
- b) To support **service delivery** by the County Council and fulfil the **strategic objectives** in the Council's Corporate Plan.
- c) To achieve greater **value for money** by :-
  - ensuring that purchasing is carried out in a co-ordinated and strategic manner;
  - reviewing and, where possible, streamlining existing procurement processes;
  - identifying opportunities for savings, for example by utilising national and regional aggregated contracts or other means.
- d) To facilitate **economic, social or environmental objectives** through procurement, for example by:-
  - identifying opportunities for social or green procurement;
  - engaging with businesses and suppliers.

## 5. Specific Goals and Targets

### 5.0 Goals and Targets

The organisations specific goals and targets for procurement over the life time of this plan are listed in this section under the following headings: -

- **5.1 Organisational Procurement Objectives**
- **5.2 Organisational Structures**
- **5.3 Processes and Systems**
- **5.4 Expenditure Optimisation and Risk Management**

### 5.1 Organisational Procurement Objectives

**Goal:** - To develop a framework that will deliver a coherent and consistent approach to procurement across the organisation that will support the introduction and adoption of best practice initiatives.

**Targets:** -

- 5.1.1 To Meet the Strategic objectives from the Council's Corporate Plan**, by linking this plan with the principals and strategic objectives of the Council's Corporate Plan to ensure both plans are coherent and intrinsically linked to one and other and therefore flow seamlessly into the relevant Team and Personal Development Plans.
- 5.1.2 To Achieve the Corporate Procurement Plan Objectives**, by having robust in-house procurement protocols policies and procedures to support this plan and strive for best procurement practice and compliance, while seeking value for money, greater efficiencies and minimised procurement-related risk.
- 5.1.3 To Prioritise Procurement in the Organisation**, by ensuring procurement reform is visibly supported at the most senior level of management and placed at the forefront of how we deliver services, through clear objectives, and measurable goals and targets.
- 5.1.4 To Deliver Properly Procured Services**, through clear Governance and Communication, a new Procurement Steering Group, and the establishment of a new Central Tendering Administration Unit (**CTA Unit**).
- 5.1.5 To Deliver Sustainable Development of the Local Area**, by developing a strategic approach to procurement planning within the organisation and to provide relevant support, advice and training to council staff.

**5.1.6 To Support New Procurement Trends**, through staff training and awareness in the areas of accessibility, innovation, sustainable (green) procurement, and socially responsible public procurement, and encourage staff to incorporate such trends where possible, provided procurement rules and regulations are not breached.

**5.1.7 To Facilitate SMEs**, by using open and transparent procurement policies and procedures, that support SME's, through open and fair competition, and by assisting the Local Enterprise Office in its duty to provide procurement training, support and guidance to SME's.

## **5.2 Organisational Structures**

**Goal:** - To develop appropriate purchasing structures and capabilities to support the planning framework and to provide strategic direction and capabilities that deliver effective purchasing performance. This includes consideration of how best to group and coordinate internal resources to manage total purchasing expenditure on goods, services and capital works.

**Targets:** -

**5.2.1 To Strengthen the Procurement Function within the Organisation**, through good Governance and clear Communication.

**5.2.2 To Strengthen the Role of the Procurement Officer**, by giving the Procurement Officer a remit, to advise Senior Management and Staff on procurement related matters, to support and monitor procurement throughout the organisation, to manage a new Central Tendering Administration Unit (**CTA Unit**) and to develop and implement robust in-house protocols, policies and procedures.

**5.2.3 To Support National and Regional Procurement**, by giving the Procurement Officer a remit to promote the organisations use of new or existing national, regional and any other collaborative procurement arrangements that are in place (where applicable).

**5.2.4 To Improve Monitoring, Reporting and Governance Mechanisms** through the use of a new Procurement Steering Group and the implementation of proper spend and budget reports, monitoring reports, and any other mechanisms deemed appropriate and fit for purpose to inform Senior Management of department spend trends and procurement compliance, while enabling staff to clearly manage and monitor spend and demonstrate that their procurement activities are managed in an open, transparent and non-discriminatory manner with the highest levels of compliance, probity and risk awareness.

**5.2.5 To Enhance the Procurement Relationship with Staff**, by promoting accountability through proper Procurement Training, Strong Governance and Clear Communication between Management, Staff, the Procurement Officer, Budget holders, Purchasers and audit.

**5.2.6 To Facilitate Collaborative Procurement**, by promoting participation in public sector procurement initiatives deemed appropriate to the organisation, including e-procurement ventures and aggregation of projects both in house amongst different organisation departments and outside of the organisation with other local authorities and / or public bodies etc.

### **5.3 Processes and Systems**

**Goal:** - To promote the development and use of information technology systems to better manage the organisations procurement function and streamline processes and practices where necessary; in particular inhouse database systems, etenders, supplygov, our Agresso MS4 financial management and purchase-to-pay system, and any other suitable process or system that may be used over the lifetime of the Plan.

**Targets:** -

**5.3.1 To Strengthen Systems and Processes**, by using and promoting the use of new and existing structures, systems and processes that are fit for purpose, to deliver the organisations procurement function.

**5.3.2 To Monitor Compliance**, by using suitable IT systems, databases, monitoring tools, robust in-house protocols, policies and procedures and any other mechanisms deemed appropriate and fit for purpose to inform Senior Management of Staff procurement compliance and identify and report on areas of non-compliance.

**5.3.3 To Design and Introduce New Systems**, by encouraging the design and / or purchase of new properly procured innovative systems that can better improve the organisation procurement function for both staff and supplier.

**5.3.4 To Manage Contracts and Supplier Performance**, by providing Contract Managers with the proper training and guidance to enable them to monitor and control their contracts correctly and efficiently.

## 5.4 Expenditure Optimisation and Risk Management

**Goal:** - To deliver a coherent and consistent approach to procurement spend and risk management across the organisation that will support the introduction and adoption of best practice initiatives.

**Targets:** -

- 5.4.1 **To Strive to Achieve Better Value for Money**, through the development, monitoring and measuring of procurement-related activity to ensure that the adopted procurement policies and strategies are working efficiently and effectively to deliver value for money services while managing and minimising risk. This will be further facilitated through the aid of a **Procurement Steering Group** and the establishment of a new Central Tendering Administration Unit (**CTA Unit**).
- 5.4.2 **To Identify Opportunities for Savings**, by giving the Procurement Officer and the (**CTA Unit**) a remit to identify and monitor spend and liaise with the **Procurement Steering Group** to identify opportunities for saving and utilise any aggregation of spend opportunities that may arise.
- 5.4.3 **To Support Supply Management**, by promoting the proper use of processes and systems to manage stocks and supplies and to identify actual needs as and when required, so that they can be ordered and / or procured properly.
- 5.4.4 **To Develop Demand Management**, by promoting the proper use of processes and systems in particular the proper use of product codes, when raising purchase orders on the organisations Agresso MS4 system. This will enable the identifying of spend and purchasing trends through robust and accurate spend analysis.
- 5.4.5 **To Identify Risk**, by developing and maintaining a procurement risk register that will be incorporated into a risk register for the whole organisation, and therefore feed into individual department business plans.



## 6. Implementation & Performance Measurement

This plan introduces Key Performance Indicators (KPI's) to ensure the goals and targets are met through actions which are Specific, Measurable, Attainable, Relevant, and Time-bound. The KPI's identified in **Appendix 2** will be used to measure and monitor delivery of these goals and targets, which may change over the lifetime of the Plan.

### 6.1 Meeting our Goals /Targets

Clear measurable actions identified in the KPI's under **Appendix 2** will be used to assess how well the council is meeting its procurement goals and targets annually over the lifetime of this plan. The actions have a time frame for delivery and in most cases the Procurement Officer will be responsible for gathering the information relevant to that action and producing an annual progress report regarding the status and measure of delivery. All Departments and Sections will be required to cooperate and provide any necessary information if requested.

#### Sample Report Layout

Goal Id.	Goal/Target	Actions to achieve goal/target	Target Date	Measure of delivery	Owner	Status

### 6.2 Performance measurement

Performance measurement metrics will provide a year on year comparison of each of the Council's goals and targets and relevant actions. This will provide senior management with a measurement of performance over the lifetime of the plan.

#### Sample Report Layout

Goal Id.	Goal/Target	Actions to achieve goal/target	Target Date	Measure of delivery	Progress review year 1	Progress review year 2	Progress review year 3

## 7. Governance and Communication Structure

Having a clear line of governance and communication is vital to the success of this plan. The procurement function impacts on all departments within the organisation and therefore it is important that all relevant staff are both accountable and compliant in their procurement function duties.

### 7.0 Governance Structure

- The Chief Executive (CE) has ultimate responsibility for the organisations procurement function and procurement compliance.
- The CE may at their own discretion delegate responsibility to other relevant members of Staff.
- Each Director of Service and Head of Finance is responsible for carrying out delegated functions assigned to them. They are also responsible for managing the organisations procurement function within their own directorate and must update the CE on a quarterly basis regarding the procurement compliance of their directorate.
- Each Department Head, is responsible for carrying out delegated functions assigned to them. They are also responsible for managing the organisations procurement function within their own department and must update their Director of Service/Head of Finance on a quarterly basis regarding the procurement compliance of the sections applicable to them.
- Each nominated Line Manager and/or Section Head is responsible for managing the organisations procurement function within their own section and must update their Department Head on a quarterly basis regarding staff procurement compliance.
- The Procurement Officer as both an administrator and facilitator, will:-
  - Provide best procurement advice and best practice to the CE, Senior Management and Staff.
  - Put in place strategic measures, procedures, protocols and controls to deliver the organisations procurement function and meet procurement compliance.
  - Liaise and engage with central procurement bodies e.g the Office of Government Procurement (OGP), the Local Government Operational Procurement Centre (LGOPC) and the Local Government Strategic Procurement Centre (LGSPC).
  - Streamline procurement practices, identify opportunities for savings and utilise central, regional and collaborative procurement arrangements (where possible).
  - Manage and oversee the operation of a new Central Tendering Administration Unit (**CTA Unit**) and chair a new **Procurement Steering Group**.

- **A new Central Tendering Administration Unit (CTA Unit)** will provide ongoing tender administration assistance and support to staff preparing requests for tenders and / or quotations and administer specific elements of the tendering process and / or provide oversight where elements of the tendering process are being administered through an agreed section (as agreed by Senior Management).
- **The Procurement Steering Group (PSG)** members will meet on a quarterly basis to discuss procurement related issues, identify opportunities for savings, and promote procurement initiatives within their respective Departments.
- All Budget Holders will be responsible for the proper control, management, and spend of budgets allocated to them.
- All Departments / Sections / Municipal Districts to manage their own ordering and purchasing.
- Where the ordering and purchasing of specific goods and / or services is to be done centrally or through a specific office/department, staff will be required to comply with same.
- All Departments / Sections / Municipal Districts to manage their own contracts, unless the CE decides otherwise e.g that specific contracts are to be managed centrally through a nominated Department.
- All Purchasers / Approvers and Requisitioners involved in the Purchase to Pay Cycle, have specific Roles and Responsibilities attributed to them, which must be complied with.
- Payment of all invoices to be done centrally through the Councils Agresso Department.
- Monitoring and Policing of the compliance of the councils Procurement Function to be done through audit (Internal and External Audit) and through quarterly spot checks by the relevant Department Heads and Director of Services/Head of Finance.

## 7.1 Communication Structure

The organisations Procurement Officer and the **(CTA Unit)** will champion the delivery of this plan. The Communication Plan detailed in this section and demonstrated in **figure 1** will be used to drive the procurement function throughout the organisation and provide a structured approach for communication between the Procurement Officer, the **CTA Unit**, Senior Management and Council Staff.

### 7.1.1 Procurement Advice

Staff to contact the Procurement Officer and the **CTA Unit** for any Procurement advice and Information.

### 7.1.2 Central Tendering Administration Unit (CTA Unit)

Staff to contact the **CTA Unit** prior to seeking written Quotations or initiating any Tender procedure.

### 7.1.3 Staff Awareness

The Procurement Web page located on the Council's intranet site, will provide staff best procurement practice and a one stop shop for all procurement related guidance, department circulars, EU Directives, procedures and protocols.

### 7.1.4 Procurement Steering Group (PSG)

Each Department will have a member of staff (preferably Budget holders/Line managers) on the Procurement Steering Group who will represent their relevant department on procurement related issues.

#### **7.1.5 Quarterly Public Procurement Monitoring Report**

Relevant staff will be required to complete this report. The report will be used to provide the Chief Executive (CE) with a quarterly oversight on the procurement compliance of all departments within the organisation.

#### **7.1.6 Confidentiality and Non-Disclosure Agreement**

External experts' part of an Evaluation Team must sign a confidentiality and non-disclosure agreement.

#### **7.1.7 Key Performance Indicators (KPI's)**

KPI's will be used to assess how well the organisation is meeting its procurement goals and targets annually.

#### **7.1.8 Staff Training**

Senior Management are committed to ensuring that relevant staff receive the proper procurement training to ensure the organisation meets its obligations under EU/National procurement legislation.

#### **7.1.9 Central Purchasing/Ordering**

Specific categories of spend (Stationery, Paper, ICT Consumables etc) will be required to be purchased and ordered through a single central department, to streamline the process and ensure discounts (if any) are achieved.

#### **7.1.10 Registers and Contract Award Notices**

The **CTA Unit** will be responsible for maintaining a Chief Executive Order (CEO) Register for Contract Awards only, a Procurement Risk Register, a Quotation Award Register for awards following a written quotation competition, and a Contract Register for all contracts awarded following a tendered competition or from any call off competition under a framework/Dynamic Purchasing System (DPS). The **CTA Unit** will also publish all Contract Award Notices. Section 8 refers.

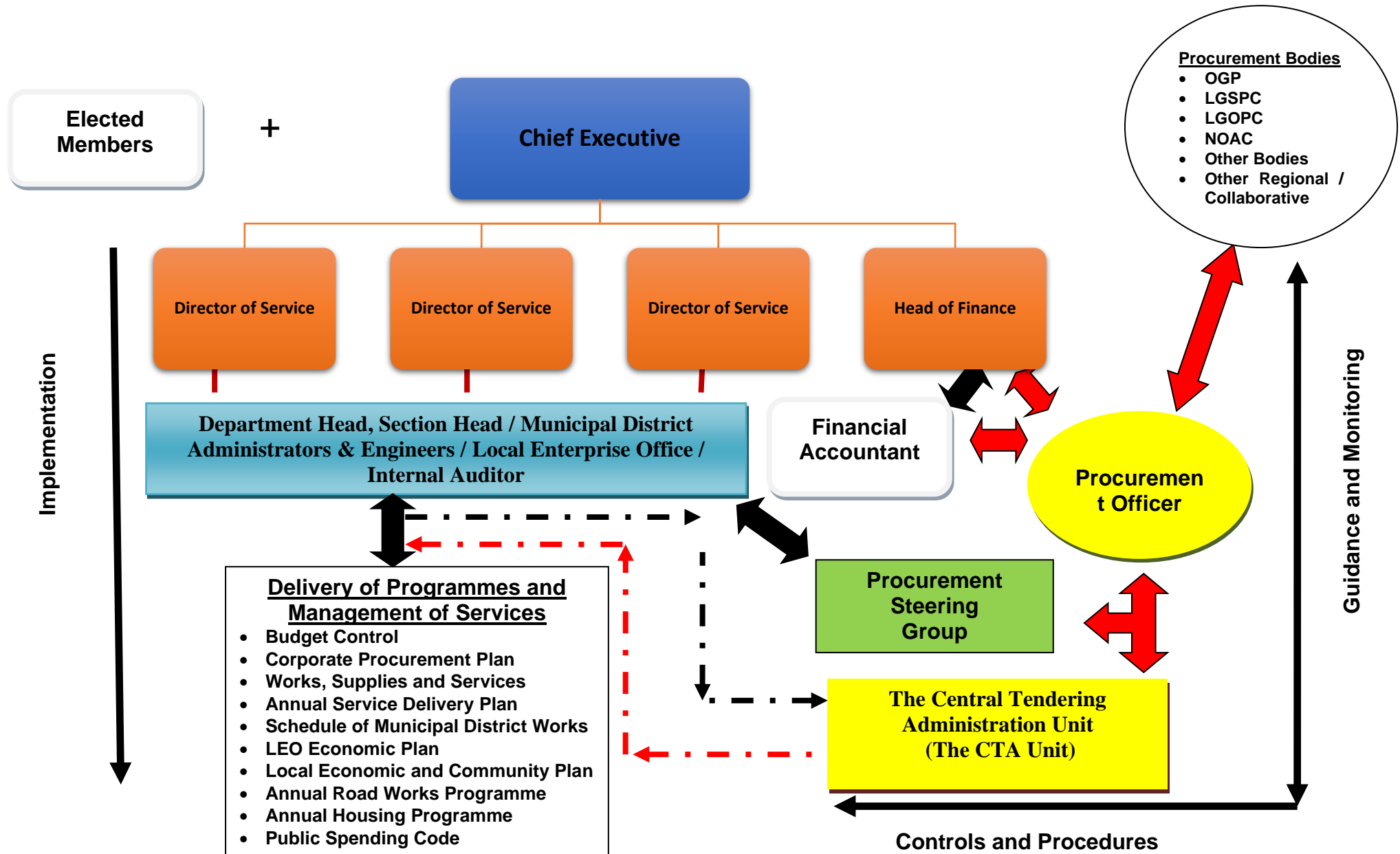
#### **7.1.11 Public Spending Code**

Council Staff will be required to comply with the Public Spending Code and relevant department circulars and provide all necessary information required for the completion of the annual quality assurance (QA) report. Confirmation of assurance of compliance with the Public Spending Code will be sought on an annual basis from the Heads of each Section / Department.

#### **7.1.12 Public Awareness**

The procurement web page located on the organisations public web site ([www.cavancoco.ie](http://www.cavancoco.ie)) will provide the public with relevant and up to date procurement information including but not limited to procurement advice, supplier support tools, relevant links to contracts and tender publications, copies of the organisations annual quality assurance (QA) reports, copies of post project reviews for large scale investments (where value exceeds €20m) quarterly lists of purchase orders greater than €20,000 and details of procurements valued over €10million.

Figure 1 : Communication and Governance Structure



## 8. Organisational Procurement Protocols

### 8.0 Council Procurement Protocols

To meet the objectives and deliver the goals and targets of this strategic procurement plan, the following organisational procurement protocols will apply: -

- **To comply with procurement rules and tender appropriately: -**
- Staff should always (unless otherwise agreed) contact and check with the **Central Tendering Administration Unit (CTA Unit)** for advice, prior to initiating any tender competition or seeking written quotations.
- Methods for seeking written quotations will be by electronic means (email / Quick Quote facility on the etender website) or by post (when electronic means is not deemed suitable).
- All council run quotation (written quotation) competitions valued €10,000 ex vat and higher will be advertised through the **CTA Unit** and sought by using the Quick Quote facility on the etender website - [www.etenders.gov.ie](http://www.etenders.gov.ie) (unless otherwise agreed)
- Staff encouraged to use the Quick Quote facility on the etender website - [www.etenders.gov.ie](http://www.etenders.gov.ie), for quotation (written quotation) competitions valued above €5,000 ex vat and below €10,000 ex vat.
- Staff encouraged to use email / the Quick Quote facility on the etender website - [www.etenders.gov.ie](http://www.etenders.gov.ie), for quotation (written quotation) competitions valued above €1,000 ex vat and below €5,000 ex vat.
- All council run tender competitions to be advertised and sought through the **CTA Unit** using the etender website - [www.etenders.gov.ie](http://www.etenders.gov.ie)
- Tender responses for above EU threshold tender competitions must be submitted electronically (unless otherwise agreed).
- Tender responses for above National threshold tender competitions may be submitted electronically.
- Quotation responses for below National threshold quotation competitions may be submitted electronically.
- All council run mini competitions under Supplygov frameworks / Dynamic Purchasing Systems to be advertised and sought through the **CTA Unit or an agreed Section.**
- Tender responses to council run mini competitions under Supplygov Frameworks / Dynamic Purchasing Systems must be submitted electronically (unless otherwise agreed).
- All council run mini competitions under any other National, Regional, Local or collaborative framework / Dynamic Purchasing System will be advertised and sought through the **CTA Unit or an agreed Section.**
- The **CTA Unit or an agreed Section** will in accordance with the council opening procedure, - open, and record submissions received under the relevant tender and quotation competitions administered through them.

- **To achieve best value for money and best practice: -**
- Identify opportunities for savings across all departments.
- Identify aggregation opportunities and aggregate Council run tenders (where possible).
- Utilise the Office of Government Procurement's centralised contracts / frameworks (where applicable) for goods and services.
- Utilise the Local Government Operational Procurement Centre's centralised contracts / frameworks and / or Dynamic Purchasing Systems (DPS's) for Plant Hire and Minor Civil Works (where applicable) using supplygov.
- Utilise other National / Regional / Collaborative contracts / frameworks and / or Dynamic Purchasing Systems (DPS's) (where applicable).
- Participate in other National / Regional / Collaborative tendering processes with other Local Authorities and / or Public Bodies.
- Seek Quotations for below National Threshold requirements - Where no suitable Contract or Framework or Dynamic Purchasing System is available or can be used.

The National Threshold: -

- for (Goods) Supplies and / or Services is €25,000 ex vat and
- for Works and Work-related services is €50,000 ex vat.

For (Goods) Supplies and Services and Works and Work-related Services - valued	Procurement Procedure – Local Rule	Notes
Less than €1,000 ex vat	Seek min 1 or More verbal quotes	1. Written Specification must be provided for Quotation competitions valued €10,000 ex vat and higher. Below this a written specification maybe provided. 2. If fewer than 3 / 5 bidders (whatever the case maybe) submit quotes, the council must only proceed with award if it considers that there has been genuine competition and that the bid selected represents value for money.
Between €1,000 and less than €5,000 ex vat	Seek min 1 or more written quotes	
Between €5,000 and less than €25,000 ex vat	Seek min 3 or more written quotes	
For Works and Work-related services only - valued	Procurement Procedure – Local Rule	
Between €25,000 and less than €50,000 ex vat	Seek min 5 or more written quotes	

**With regards below National Threshold requirements for (Goods) Supplies and / or Services.** Where the organisations local rules on the minimum number of quotes required is deemed not practical for a certain project, due to the urgent / sensitive / specific / specialised nature and scale of the project, the Chief Executive or Director of Service/Head of Finance may in accordance with the national guidelines use the discretion provided in same to adopt values and procedures more suitable to procure the project in question.

- Seek Tenders for above National Threshold requirements - Where no suitable Contract/Framework or Dynamic Purchasing System is available or can be used.

Supplies and Services and Works and Work-related Services valued	Procurement Procedure - National and / or EU Rule	Notes
Above the National Thresholds ex vat	Advertise on <a href="http://www.etender.gov.ie">www.etender.gov.ie</a>	Circular 10/10 and 10/14 – require the use of an open tendering procedure for general goods/supply and service contracts valued below €134,000 (ex vat) and for works and work related services contracts valued below €250,000 (ex vat)
Above the EU Thresholds ex vat	Advertise on <a href="http://www.etender.gov.ie">www.etender.gov.ie</a> and advertise in the Official Journal of the European Union	

- **To obtain proper approvals and comply with procurement checks:**

- 
- Tasks required for the Procurement Monitoring Report must be completed on a quarterly basis by the relevant Section Heads, Department Heads and Director of Service/Head of Finance.
- Confirmation of assurance of compliance with the Public Spending Code must be completed on an annual basis by the Heads of each Section / Department.
- External experts' part of an Evaluation Team must sign a confidentiality and non-disclosure agreement.
- Only staff at the appropriate grade levels are authorised by The Chief Executive (**CE**) to accept a quotation and/or tender, and/or sign/sign and seal a contract of a certain value.
- A Chief Executive Order (**CEO**) is required to authorise the acceptance and award of a contract following a tendered competition for works, supplies and services irrespective of value and any award following a quotation competition where the winning quotation is valued €10,000 ex vat and higher. Only the **CTA Unit** can generate and allocate a **CEO** number for contract awards. Staff will be required to provide specific information to the **CTA Unit** in order to be allocated a **CEO** number.
- Any change or modification to a Contract sum, after the contract is awarded and during the contract term irrespective of value, must be approved by a staff member at the appropriate grade level, who is authorised to accept the revised total value of the revised contract sum.
- A Chief Executive Order (**CEO**) is also required to authorise the payment of all Non-Procurement Related spend irrespective of value unless otherwise agreed by the Chief Executive. Records of these orders must be generated and maintained by the relevant section / department.
- The **CTA Unit** will maintain a Chief Executive Order (CEO) Register for Contract Awards only, a Procurement Risk Register, a Quotation Award Register for awards following a written quotation competition, and a Contract Register for all contracts awarded following a tendered competition or from any call off competition under a framework/Dynamic Purchasing System (DPS).
- The **CTA Unit** will allocate a Procurement Reference (Proc Ref) number for each contract awarded for all tendered works, supplies and services. The agresso department to upload all Proc Refs onto the Agresso MS4 system.
- The **CTA Unit** will publish all Contract Award Notices for tendered works, supplies and services on etenders and / or the OJEU.
- The **CTA Unit** will create Non-Procurement Reference (Non-Proc Ref) numbers for specific non-procurement related account elements e.g grants, rent, etc. These Non-Proc Refs will be uploaded to the Agresso MS4 system.
- The **CTA Unit** will allocate a unique Written Quotation Reference number for all approved quotation competitions valued €1,000 ex vat and higher.
- Low Value Purchase (LVP) Cards as a method of payment, can be used (if possible) for purchases where a verbal quotation is a suitable method of procurement. (Cards can be used for individual / one off purchases below €1,000 incl vat, with a Maximum spend limit of €3,800 per month). These amounts may change subject to relevant Department Head approval and prior agreement with the Head of Finance.
- Where a LVP card holder has been given the relevant approval to use the card for purchases under a National / Regional / Local / Collaborative Contract / Framework or Dynamic Purchasing System, they must reference the relevant Proc Ref / Quotations Ref in the monthly agresso upload sheet.
- The **CTA Unit or an agreed Section** will Store all relevant Tender Documentation and / or all Quotation Documentation in accordance with Council Procedure.



- **To carry out the purchasing and transactional process correctly: -**
- Purchase Orders (**PO**) must be raised correctly. There must be a clear separation of duties between requisitioners and approvers. Staff can't be both. Usually staff at Grade 3 and 4 level will be requisitioners and the higher grades will be the approvers.
- Staff are required to pick the correct and most appropriate product codes when raising a **PO**.
- The Chief Executive (**CE**) and or the Head of Finance may require that the procurement check facility under Agresso MS4 regarding requisitions be switched on for all or some agresso product codes.
- All Staff to adhere to the Head of Finances policy regarding the Requisition / Purchase to Pay Cycle, incl roles and responsibilities **e.g** from raising a purchase order on the Agresso MS4 system, to receiving the goods and services, to receipt of invoice and finally to payment.
- Staff required to pick the correct procurement type used e.g **Col = Collaboration, LAQ= La Quotes/Supplygov, Loc = Local, NAT = National, Quo = Quotation** when raising a Purchase Order on the Agresso MS4 system.
- Staff required to pick either a Procurement References (Proc Ref) or Non-Procurement Reference (Non Proc Ref) or upload a Quotation Verbal (QV) or a Quotation Written (QW) form when raising a Purchase Order on the Agresso MS4 System.
- Only staff at the appropriate grade levels are authorised by the Chief Executive (**CE**) to approve certain value Purchase Orders.
- Payment of all invoices to be done centrally through the Councils Agresso Department.
- **To enter into and manage contracts correctly: -**
- Staff must comply with the relevant Contract / Framework / Dynamic Purchasing System used whether established at National, Regional, Local or by collaborative means and must comply and apply the relevant contract terms and conditions when awarding under same.
- For the organisations own Contracts / Frameworks / Dynamic Purchasing Systems, the following contract terms & conditions will generally apply: -
  - The LGMA - Supplies and Services Contracts Terms and Conditions must be used for contracts valued above National threshold but below EU threshold and maybe used for below national threshold if deemed necessary.
  - The OGP - Supplies and Services Contracts Terms and Conditions must be used for contracts valued above EU threshold.
  - The CWMF - Works Contracts and Work related (Consultancy) Services Contracts must be used for all contracts above National and EU thresholds and any relevant contract valued below national threshold if deemed necessary.
- **To discharge the procurement function with probity, transparency and accountability,**
- Monitoring staff compliance with the organisations procurement function will be done through Internal and External Audit and through quarterly spot checks by the relevant Department Heads and Director of Services/Head of Finance.

## 9. Approval of Corporate Procurement Plan

The aim of this plan is to strengthen the procurement function within the organisation, while continuing to promote procurement compliance and value for money savings. The plan introduces a new procurement strategy that requires the organisation to shift to new procurement and purchasing paradigms and practices. A new Central Tendering Administration Unit (CTA Unit) is key to this new strategy and will streamline the organisations tendering process and reduce the administrative burden on staff.

The successful operation and delivery of this plan will require leadership from the Management Team, the Procurement Officer and the Central Tendering Administrative Unit (CTA Unit) along with the support and commitment of the elected members, budget holders, buyers, staff and other stakeholders in pursuit of the objectives of this plan.

Through the execution of this Plan a significant and valuable contribution will be made to deliver the objectives of the council's corporate mission statement to the citizens of Cavan by providing the best possible level of service within available resources.

This Version 2 of the Corporate Procurement Plan 2019 – 2022 will take effect from the **21<sup>st</sup> December 2020**



Mr. Tommy Ryan  
Chief Executive

**Date:** 21/12/2020

## Appendices

## Appendix 1: Approval Limits and Requirements

Grade or Position	Approval Limits for Purchase Orders - Payments	Approval Limits for Accepting Tenders / Quotations and for signing Contracts (incl affixing the Council Seal where necessary)
<b>Chief Executive,</b>	<b>All value payments</b> for Goods, Supplies, Services, and Works	Can <b>accept any</b> value Tender/Quotation and sign any value Contract
<b>Director of Services, Head of Finance,</b>	Goods, Supplies Services, and Works where the total sum involved does not exceed <b>€500,000 incl vat</b>	Acceptance of Tenders for works or signing of Plant Hire and Civil Works Contracts or fixing of all charges for Plant, Civil Works and Machinery List where the sum involved does <b>not exceed €500,000 ex vat.</b> Acceptance of Tenders for Goods, Supplies and Services or signing of contracts for same where the sum involved does <b>not exceed €150,000 ex vat</b> Acceptance of Quotations for Works (incl Work Related Services) or signing of Plant hire and Civil Work Contracts (incl Work Related Services Contracts) or fixing of all charges for Plant, Civil Works (incl Work Related Services) and Machinery List where the sum involved <b>is below €50,000 ex vat.</b> Acceptance of Quotations for Goods, Supplies and Services or signing of contracts for same where the sum involved <b>is below €25,000 ex vat.</b>
<b>Grade 8 or equivalent</b> Senior Engineer, Senior Planner, Senior Executive Officer, Chief Fire Officer, County Librarian, Head of Information Systems, Head of Enterprise, Financial Accountant, or equivalent grades,	Goods, Supplies Services, and Works where the total sum involved does not exceed <b>€150,000 incl vat</b>	Acceptance of Tenders for works or signing of Plant Hire and Civil Works Contracts or fixing of all charges for Plant, Civil Works and Machinery List where the sum involved does <b>not exceed €150,000 ex vat.</b> Acceptance of Tenders for Goods, Supplies and Services or signing of contracts for same where the sum involved does <b>not exceed €25,000 ex vat</b> Acceptance of Quotations for Works (incl Work Related Services) or signing of Plant hire and Civil Work Contracts (incl Work Related Services Contracts) or fixing of all charges for Plant, Civil Works (incl Work Related Services) and Machinery List where the sum involved <b>is below €50,000 ex vat.</b> Acceptance of Quotations for Goods, Supplies and Services or signing of contracts for same where the sum involved <b>is below €25,000 ex vat.</b>
<b>Senior Executive Engineer or equivalent</b> Senior Executive Engineer, Senior Executive Planner, Senior Executive Chemist, Senior Assistant Chief Fire Officers, Administrative Officer – Grade 7, Senior Executive Librarian or equivalent grades	Goods, Supplies Services, and Works where the total sum does not exceed <b>€90,000 incl vat</b>	Acceptance of Quotations for Works (incl Work Related Services) or signing of Plant hire and Civil Work Contracts (incl Work Related Services Contracts) or fixing of all charges for Plant, Civil Works (incl Work Related Services) and Machinery List where the sum involved <b>is below €10,000 ex vat.</b> Acceptance of Quotations for Goods, Supplies and Services or signing of contracts for same where the sum involved <b>is below €10,000 ex vat.</b>
<b>Executive Engineer or equivalent</b> Executive Engineer, Executive Environmental Scientist, or equivalent grades,	Goods, Supplies Services, and Works where the total sum does not exceed <b>€30,000 incl vat</b>	
<b>Grade 6 or equivalent</b> Senior Staff Officer, Senior Social Worker, Senior Executive Technician, Executive Librarian, Clerk of Works / Building Inspector, Chief Technician, Assistant Engineer, or equivalent grades,	Goods, Supplies Services, and Works where the total sum does not exceed <b>€10,000 incl vat</b>	
<b>Grade 5 or equivalent</b> Staff Officer, Librarian, Executive Technician, or equivalent grades,	Goods, Supplies Services, and Works where the total sum does not exceed <b>€5,000 incl vat</b>	

## Appendix 2: Actions

## Actions for Corporate Procurement Plan

Goal Id	Goal/Target	Actions to achieve goal/target	Target date	Measure of delivery	Owner	Status
5.1.2	<b>To achieve the Corporate Procurement Plan Objectives</b>	Revise and review the Procurement Procedure Manual at least once a year	June/July	Contains all updated Policies and Procedures	Procurement Officer	
		Maintain and Update the Procurement Web site on the intranet and Public Web site ( <a href="http://www.cavancoco.ie">www.cavancoco.ie</a> )	Ongoing	Contains all updated Policies and Procedures	Procurement Officer / CTA Unit	
5.1.3	<b>To prioritise procurement in the organisation</b>	New Council Corporate Plan (CCP) to include the objectives from the Council's Corporate Procurement Plan 2019 – 2022	Ongoing	The Procurement Objectives are included in the CPP (at its next review)	HR and SMT and Procurement Officer	
		No. of Procurement related Objectives in Section Team Plans	By the 31 Dec each year	Min 1 per Section	Members of the PSG	
5.1.4	<b>To deliver properly procured Services</b>	No. of meetings with the Procurement Steering Group (PSG) and summary of issues considered.	By the 31 Dec each year	Min 4 per year	Procurement Officer / CTA Unit	
		No. of Council sought Quotations valued over €10,000 ex vat that were advertised through the CTA Unit and those that were advertised outside of the CTA Unit.	By the 31 Dec each year	Unless otherwise agreed – all quotation competitions valued over €10,000 ex vat must be sought through the CTA Unit.	Procurement Officer / CTA Unit	
		No. of Council Run Tenders sought outside of the CTA Unit.	By the 31 Dec each year	Unless otherwise agreed – all council run tenders to be sought through the CTA Unit.	Procurement Officer / CTA Unit	
		No. of Procurement References issued	By the 31 Dec each year	Required for all awarded Tender Competitions	Procurement Officer / CTA Unit	
		No. of Supplygov mini competitions awarded. Were Tenderers notified of the outcome in each case and have these competitions been closed off correctly.	By the 31 Dec each year	All Tenders must notified and all awarded competitions must be closed off correctly	Procurement Officer / CTA Unit	

Goal Id	Goal/Target	Actions to achieve goal/target	Target date	Measure of delivery	Owner	Status
5.1.7	To facilitate SMEs	No. of Procurement information Seminars / Training courses delivered through LEO for suppliers	By the 31 Dec each year	LEO to provide a Min 1 event	Procurement Officer / CTA Unit and LEO	
5.2.1	To strengthen the Procurement Function within the Organisation	No. of annual assurance memos of compliance with the Public Spending Code (PSC) completed.	By the 31 May each year	Signed and Completed by all Section / Department Heads	Procurement Officer / CTA Unit and PSG	
5.2.3	To support National and Regional Procurement	No. of national / sectoral / regional procurement processes participated in.	By the 31 Dec each year	All suitable arrangements to be used where suitable.	Procurement Officer / CTA Unit and PSG	
		No. of Procurement related meetings attended by Procurement Officer incl National Procurement forum, Regional meetings, LGOPC and / or OGP Meetings etc	By the 31 Dec each year	Min 4	Procurement Officer	
5.2.4	To Improve monitoring, reporting and governance mechanisms	No. of Chief Executive (CE) Orders raised by the CTA Unit for contracts awarded following a tender or relevant quotation process.	By the 31 Dec each year	A CE Order is required for the acceptance and award of all Tenders and Quotations valued €10,000 ex vat and higher.	Procurement Officer / CTA Unit	
5.2.5	To enhance the Procurement Relationship with staff	No. of Internal Procurement Related Training provided to Staff and No. of relevant staff in attendance	By the 31 Dec each year	Procurement Training – min 1 Session per year	HR and Procurement Officer	
		No. of the organisations central ordering / purchasing arrangements being used (e.g Stationery, Cleaning Products, Paper, PPE,)	By the 31 Dec each year	All to be used and if not used why not	Procurement Officer / CTA Unit	
5.3.1	Strengthen systems and processes	No. of Council run Tender Competitions below EU threshold that did not allow electronic submissions	By the 31 May each year	Aim for Zero	Procurement Officer / CTA Unit	
		No. of Council run Tender Competitions above EU threshold that did not allow electronic submissions	By the 31 May each year	Zero (unless exempt under EU Directive)	Procurement Officer / CTA Unit	

Goal Id	Goal/Target	Actions to achieve goal/target	Target date	Measure of delivery	Owner	Status
5.3.2	Monitor Compliance	No. of Spot Checks conducted Quarterly and recorded under the Quarterly Public Procurement Monitoring Reports as presented to the Chief Executive.	Quarterly	Min 1 spot check per Director of Service/ Head of Finance per quarter and min 1 spot check per Department Head per quarter	Director of Service/ Head of Finance and Department Heads	
		Annual QA report to NOAC regarding the Councils compliance with the Public Spending Code	By the 31 May each year	Signed by the Chief Executive and Submitted on time to NOAC	Procurement Officer, Internal Auditor, PSG	
5.4.5	Identify Risk	Develop, Complete, update and maintain a procurement Risk Register every year.	Annually	Procurement Risk Register	Procurement Officer / CTA Unit	