

# Report

Date: 28th April 2022

#### To the Chair and Members of the AUDIT COMMITTEE

# BREACHES AND WAIVERS TO THE COUNCIL'S CONTRACT PROCEDURE RULES

Relevant Cabinet Member(s)	Wards Affected	Key Decision	
		No	

## **EXECUTIVE SUMMARY**

- 1. This report provides Members with details of all the waivers and breaches to the Contract Procedure Rules (CPR's) for the period 1<sup>st</sup> September 2021 to the 28<sup>th</sup> February 2022.
- 2. The table below summarises the number of <u>new</u> waivers and breaches recorded for each Directorate since the last audit report presented in October 2021 and the one before that in April 2021. The details of each waiver and breach are summarised in the appendices to this report.

Directorate	o 28 <sup>th</sup> Feb	28 <sup>th</sup> Feb 1 <sup>st</sup> Mar 21 to 31 <sup>st</sup> Aug			1 <sup>st</sup> Sep 20 to 28 <sup>th</sup> Feb		
	22		21		21		
	Breaches	Waivers	Breaches Waivers		Breaches	Waivers	
AHW	0	6	0	11	0	3	
LOCYP	1	2	2	2	2	2	
CR	0	4	0	1	0	4	
E&E	1	2	1	4	0	6	
GRAND TOTAL	2	14	3	18	2	15	

#### EXEMPT REPORT

3. This report is not exempt.

#### **RECOMMENDATIONS**

- 4. To note the information and actions contained in this report regarding waivers and breaches in relation to the CPR's.
- 5. To note any new procurement and contracting activity matters.

#### WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

6. There are no specific implications within this report.

#### **BACKGROUND**

- 7. The Monitoring Officer (MO) monitored compliance with the CPR's for the period covered by this report.
- 8. To give context, the period that this report covers, includes the "third wave" of Covid-19 and this impacted the council resources and capacity especially in the adult social care teams. The impact of Covid-19 continues to cause challenges for the procurement and contracting of goods and services. Compared to the previous reported quarter, the number of approved waivers has reduced from 18 to 14. SPT continue to be proactive and supportive to help alleviate increased pressures with regular reporting and attendance at key stakeholder meetings.
- 9. There was also a change in Public Procurement thresholds on the 1<sup>st</sup> January 2022, these are reflected in the point 10 of this report, and the CPR's have been updated to reflect this.

## **CONTRACT PROCEDURE RULES (CPR'S)**

- 10. The council's CPR's state the following thresholds where commensurate competition should be undertaken by officers to ensure value for money:-
  - Up to £25,000 use of an in-house supplier, Council wide contract, third
    party framework agreement or direct award where possible to a Doncaster
    based organisation.
  - Between £25,000 and £177,898 use of an in-house supplier, Council wide contract, third party framework agreement or obtain three formal quotes one of which should be from a Doncaster based organisation.
  - Between £177,898 and £552,950 (Light Touch Regime (LTR) Services) or £4,447,488 (works) - use of an in-house supplier, Council wide contract, third party framework agreement or obtain a minimum of three tenders one

of which should be from a Doncaster based organisation

- Over £177,898 (Goods/Services) or £552,950 (LTR Services) or £4, 447,488 (Works) - use of an in-house supplier, council wide contract, third party framework agreement or carry out a public contract regulations compliant tender process.
- 11. It is therefore important that steps be taken to ensure breaches are identified, investigated and plans quickly put in place to rectify the position.
- 12. There have been **two** new breaches. This report also updates on **two** existing unresolved breaches and **four** resolved breaches.
- 13. **Appendix 1** shows the details of the **new**, **unresolved** and **resolved** breaches for this period.
- 14. Whilst the public procurement law thresholds are set within the legislation and, therefore, cannot be waivered, it is recognised that from time to time discretionary thresholds within the CPR's may be a barrier to the delivery of the service and, therefore, Council Officers can request that the CPR's are waived in specific instances, in accordance with the following permissible exemptions.

Category	Description
1	Where the Director is able to demonstrate that only one specialist firm is able to meet the requirement
2	A contract to be placed as an emergency solution only where the Director is able to demonstrate immediate risk to persons or property or serious disruption to Council Services
3	To allow for the safe exit from a contract or to decommission
4	Forms part of a wider strategic programme of works

## **Breaches to CPR's**

15. Breaches arise from either the aggregation of spend going over pre-prescribed limits, a complete absence of any identifiable contract, a failure to comply with requirements to obtain adequate competition or an extension of contract beyond its agreed term or lifetime.

#### **Update to Breaches previously reported**

16. In **October 2021**, there were **three** new breaches of the CPR's reported to Audit Committee as well as updates on **three** existing unresolved breaches and **one** resolved breach.

#### Waivers to CPR's

17. Fourteen waivers to CPR's have been approved for this six months period, which has decreased from the last report in October 21 where there were

- **eighteen**. The number and value of waivers granted against the amount of contracts awarded for this period are shown in **Appendix 3**.
- 18. The waivers detailed in this report have been reviewed and agreed by either the MO or the CFO (for waivers linked to the Legal and Democratic Services Department).

## **REVIEW OF PROCUREMENT ARRANGEMENTS ABOVE £25,000**

- 19.SPT (Strategic Procurement Team) continue to work closely with all Directorates to improve procurement practices and provide assurance that arrangements are robust and compliant with the CPR's. Officers provide regular updates to stakeholders on contract registers, procurement plans and spend analysis to ensure transparency and movement to ensure delivery of projects within timescales. Procurement Forward Planning Reports, for a period of 18 months, are presented quarterly to departments across the council.
- 20. A CPR Training Programme has been reactivated and, in the first instance, being targeted at areas of non-compliance and new officers into the council.

#### **OPTIONS CONSIDERED**

21. Each waiver is examined through a robust process and, where appropriate, challenged for alternative options prior to approval. Each waiver is approved by the Head of Procurement and escalated for authorisation to the MO or CFO.

#### REASONS FOR RECOMMENDED OPTION

22. It is important that the council's CPR's are adhered to. Where breaches are identified, a corrective plan is formed and monitored by a SPT Officer in liaison with the service area.

## IMPACT ON THE COUNCIL'S KEY OUTCOMES

23.

Outcomes	Implications
Doncaster Working: Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;  Better access to good fulfilling work  Doncaster businesses are supported to flourish  Inward Investment	The CPR's state that quotations/tenders should be sought from at least one Doncaster based company. This is to encourage local spend where possible. SPT work closely with Business Doncaster.
<b>Doncaster Living:</b> Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending	Effective procurement governance ensures best value is achieved from the

time;  The town centres are the beating heart of Doncaster  More people can live in a good quality, affordable home  Healthy and Vibrant Communities through Physical Activity and Sport  Everyone takes responsibility for keeping Doncaster Clean  Building on our cultural, artistic and sporting	budgets available.
<ul> <li>heritage</li> <li>Doncaster Learning: Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</li> <li>Every child has life-changing learning experiences within and beyond school</li> <li>Many more great teachers work in Doncaster Schools that are good or better</li> <li>Learning in Doncaster prepares young people for the world of work</li> <li>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents;</li> <li>Children have the best start in life</li> <li>Vulnerable families and individuals have support from someone they trust</li> </ul>	Social value is considered in contracting activity. The CPRs state that for any procurement project above £177,898 must have a minimum of 10% weighting factored into the overall evaluation award criteria.  Effective procurement mitigates the risks posed by contracting and ensures robust contracts.
Older people can live well and independently in their own home	
<ul> <li>Connected Council:</li> <li>A modern, efficient and flexible workforce</li> <li>Modern, accessible customer interactions</li> <li>Operating within our resources and delivering value for money</li> <li>A co-ordinated, whole person, whole life focus on the needs and aspirations of residents</li> <li>Building community resilience and self-reliance by connecting community assets and strengths</li> <li>Working with our partners and residents to provide effective leadership and governance</li> </ul>	Effective procurement ensures best value, effective partnership working and robust specifications to attain the best from the markets.  SPT continue to drive adherence to governance.

#### **RISKS AND ASSUMPTIONS**

- 24. Contractual arrangements with suppliers and breaches to the CPR's expose the Council to reputational, financial, legal and commercial risks. Compliance monitoring of the CPR's seek to counter these risks.
- 25. The Council is still in recovery phase and SPT are working with service areas to ensure projects are in accordance with the CPR's.

26. Grant funding continues to cause issues for the council, specifically grant funding organisations give short timescales for the commissioning of services. Regional partners are lobbying grant-funding organisations on this matter through various means as it adds additional pressure on resource at the council.

# LEGAL IMPLICATIONS [Officer Initials... NJD... Date......1st April 2022

27. There are no specific legal implications arising from this report. Legal advice has been provided on the individual waivers and continued legal support will be provided to the service areas in relation to these matters.

## FINANCIAL IMPLICATIONS [Officer Initials...PH...... Date...01/04/22.......]

28. There are no specific financial implications attached to this report. Each individual breach and waiver will consider the specific implications for that action. It is important to note that breaches to Contract Procedure Rules risk the Council overspending as checks for sufficient budget being available is not guaranteed to take place.

## **HUMAN RESOURCES IMPLICATIONS [Officer Initials RH Date 313/22.......]**

29. There are no specific HR implications arising from this report.

# TECHNOLOGY IMPLICATIONS [Officer Initials... NR Date 31/03/22 .....]

30. There are no specific technology implications in relation to this report. SPT continues to consult with Digital Strategy & Solutions in relation to breaches and CPR waivers involving the procurement of technology to ensure that the Technology Governance Board (TGB) has considered these, where applicable.

#### HEALTH IMPLICATIONS [Officer Initials... RS .......Date ...31/03/2022......]

31. There are no direct health implications of this report. The health implications will need to be addressed within each individual contract area identified in the breaches and waivers.

## **EQUALITY IMPLICATIONS [Officer Initials HW Date 16/09/21]**

32. There are no direct equality implications associated with this report and a Due Regards Statement is not required.

#### **CONSULTATION**

33. There has been consultation with the various directorates and applicable officers.

#### **BACKGROUND PAPERS**

34. None.

#### **GLOSSARY OF ACRONYMS AND ABBREVIATIONS**

Adults, Health & Wellbeing (AH&W)
Contract Procedure Rules (CPR's)
Chief Financial Officer (CFO)
Corporate Resources (CR)
Department for Transport (DFT)
Economy & Environment (E&E)
Information Communications Team (ICT)
Light Touch Regime (LTR)
Learning & Opportunities: Children & Young People (LOCYP)
Monitoring Officer (MO)
Strategic Procurement Team (SPT)
Technology Governance Board (TGB)

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## **BREACHES**

- New CPR breaches that have been identified between the 1st September 2021 to the 28th February 2022
- **Unresolved** breaches, reported to the Audit Committee previously and;
- **Resolved** breaches reported previously

No.	Directorate	Status New Unresolved Resolved	Initial Date Reported	Contract Description	Value	Reason for breach	Proposed action to be / has been taken in relation to the breach	Timescale for resolution
1.0	LOCYP	New	Apr 22	Castle Hills Drainage	£61,094	Failed to obtain 3 quotes	Apr 2022 Note – These works have been undertaken and the officers involved failed to obtain 3 quotes, they believed a waiver was in place to cover this purchase, as it was emergency works. Officers advised on their obligations as per the CPR's and further training will be given.	Apr 22
1.1	LOCYP	Resolved	Oct 21	Education System	£53,000	Contract expired	Apr 2022 Note – Contract has ceased. New contract for this contract has been put in place to meet the required outcomes.  Oct 2021 Note – Initially the service area believed the system was to be replaced with an alternative as part of a larger project. Once confirmation that this system was out of scope of the larger project, the correct governance route for ICT extensions was conducted, via the Technology Governance Board (TGB), where the service area was advised that they would need to put forward a waiver to allow a review and re-procurement, if necessary. There was a misinterpretation of this advice and officers concluded after conversations that one was not required although a contract with the provider was formalised. SPT are now working with the project lead in the responsible area to put something in place to rectify this breach when the breached contract ends on the 31 Mar 22.	
1.2	LOCYP	Resolved	Oct 21	Conservation Contract	£31,000	Exceeded allowable direct award threshold	Apr 2022 Note – This contract has now ceased.  Oct 2021 Note – Spend analysis has shown aggregated spend with the same supplier above the allowable direct award threshold of £25k. The department exceeded due to emergency additional works and failed to put in a CPR Waiver Report under the 'emergency category'. This contract is set to end and the continued provision be through a compliant route to market. Training is being given to officers involved.	Oct 21
1.3	LOCYP	Unresolved	Apr 21	Archive Offsite	£39,700	Contract expired	<b>Apr 2022 Note –</b> Movement of the archives to Chequer Road has begun. Racking installation completed on the 25 <sup>th</sup> Mar 22. The	Revised: Jun 22

Storage movement has to be managed within the health and sa requirements where two teams cannot be present in or maintenance is taking place at one of the storage proving extraction of material is delayed. Existing plan, taking in increase mantioned above will recult in the contract with the contrac	ne space. Lift   Apr 22
maintenance is taking place at one of the storage provi extraction of material is delayed. Existing plan, taking in	
extraction of material is delayed. Existing plan, taking in	iders so
issues mentioned above will result in the contract with the contra	the storage
providers ending on the 3 <sup>rd</sup> June 22.	
Oct 2021 Note – The movement of the archives are de	
development of the old museum site. There have been	
moving this project forward because of complexities lin	
1. Enquiries by Heritage England as to the historical im	iportance of the
site	
2. Issues with the fabric of the building resulting in sign	
and milestones to be achieved before movement can be	
3. Review of the allocated budget due to rising material	I costs –
resulting in a need to redesign to bring costs down	
4. The need to ensure the building meets the National	Archives
Standards The later and Audit Tears have been involved in the again.	in at annual The
The Internal Audit Team have been involved in the projection of the internal Audit Team have been involved in the projection.	ject group. The
plan is due to be finalised for moving the archives back	Cand signed off
by the 18 <sup>th</sup> October, with the date for completion being 22.	the 28" March
Due to the above, the existing breached contracts will r	need to be
extended to continue to stores the archives until the bu	
developed to the required standard. This will continue a	as a breach to
ensure close monitoring to obtain the resolution.	
Apr 2021 Note – Movement of archives into the old mu	useum site.
Retrospective waiver requested and rejected. Project p	olan agreed
with the service area to enable a route to compliance. (	Capital
investment underway.	
1.4 LOCYP Unresolved Apr 21 Archive £83,814 Contract Apr 2022 Note: As per 1.3.	Revised:
Offsite expired	Jun 2022
Storage Oct 2021 Note – As per 1.3 – these breaches are inter	
	Apr 2022
Apr 2021 Note – Movement of archives into the old mu	
Retrospective waiver requested and rejected. Project p	
with the service area to enable a route to compliance.	Capital
investment underway.	
2.0 AHW Resolved Apr 17 YMCA £170,000 Contract Apr 2022 Note - Contract ceased on the 31st Mar 22 a	after a period of Mar 2022
Goodall expired. decommissioning against a set plan.	
House Oct 2021 Note – This is a long standing unresolved broad	
contract where the risks of contractual coverage have to	
	sons, on this Report 5 <sup>th</sup>
but until resolved this will remain, for transparency reas	,
but until resolved this will remain, for transparency reas report to ensure the Audit Committee have sight once resolved.	

							<b>Apr 2021 Note</b> – as per the note from Sept 2020. In addition, there is contractual coverage to mitigate risks to the Council.	Revised: Sept 19
							<b>Sept 2020 Note</b> – agreed exit strategy, ODR signed the contract to run up to the 31 <sup>st</sup> Mar 2022. This will remain breach until the contract ceases.	Mar 19
							June 2020 Note – agreed exit strategy through liaison with legal, procurement and provider. Tapered funding arrangement to minimise service disruption to young people coinciding with an alternative funding model secured by the provider. ODR drafted and submission being progressed.	
							<b>March 20 Note</b> - Service included in the review of the Homelessness Strategy approved by Cabinet on 5 <sup>th</sup> Nov 19. Awaiting service area decision end Sept 20.	
							Oct 19 Note - Decision over the future of the service put on hold until the approval of the Homelessness and Rough Sleeping Strategy presented at cabinet on the 5 <sup>th</sup> Nov 19 The service will be considered as a part of the overall commissioning plan for the implementation of the Strategy.	
							Apr 19 Note - report written but still to be agreed - recommendation to decommission the contract – if agreed in Apr 19 then contract will require 6 months exit strategy period.	
							Oct 18 Note - Review and potentially redesign.	
3.0	E&E	Resolved	Oct 21	Seed Order	£66,630	One off order out of	Apr 22 Note – One off purchase. Contract for future purchases set up. CPR Training for officers involved.	Nov 21
						contract	Oct 21 – Transaction of £60k picked up to a supplier that was no longer in contract and a non-compliant order in accordance with the	
							CPR's. A Grounds Maintenance and Associated Equipment Framework is currently being set up that encompasses this category of spend and will be in place by November 21 to counter the risk of this occurring in the future. Training by SPT Officers is taking place	
							with 25 members of the team where the breach occurred.	
3.1	E&E	New	Apr 22	Noise	£39,213	Failed to	Apr 22 Note – Officers involved failed to obtain 3 quotations for this	
			'	Monitoring	,	obtain 3	purchase. Issue raised and training to be given.	
				Equipment		quotes	·	

# **WAIVERS**

CPR waivers that have been agreed covering the period 1<sup>st</sup> September 2021 to the 28<sup>th</sup> February 2022, together with an explanation of the reasons for the waiver.

No.	Directorate	Title	Waiver Category	Waiver Value (£)	Waiver Period Start Date	Waiver Period End Date	Reason for the Waiver
1.0	AHW (Public Health)	Supported Lettings Service for the Rapid Rehousing Project	4. Forms Part of a Strategic Plan/Review	£45,000	01/07/2021	31/03/2022	Approval to vary an existing supported housing contract additional funding for a period of 9 months to support the Rough Sleeping Initiative. Short-term funding was secured from the Ministry of Housing Communities and Local Government (MHCLG). This is a key strand of Doncaster's Homelessness and Rough Sleeping strategy to deliver increased dispersed housing. It is not possible to procure a contract for 9months at short notice and with potential TUPE implications.
2.0	AHW (Public Health)	Welfare Benefits And Tribunal Service	Sole Provider/Niche     Market	£90,000	01/10/2021	31/03/2022	Existing contract, that was market tested, be extended for six months to allow time for a service review, no other provider could fulfil this extension. Commissioning cycle and review was slightly delayed due to Covid 19 works. This contract will be re-tendered and awarded with a go live date of the 1st April 22.
3.0	AHW (Public Health)	Adult Substance Misuse Recovery System	4. Forms Part of a Strategic Plan/Review	£5,576,833	01/04/2023	31/03/2024	An early waiver in preparation to allow a comprehensive strategic review to evaluate the impacts of all the strands of short term funded pilot initiatives in collaboration with Public Health England (PHE) that will inform the specification of the Adult Substance Misuse Recovery System post 2024. The nature of the schemes and flexibility requirements do not allow for competition to be completed.
4.0	AHW (Public Health)	Social Prescribing	3. Safe Exit from a contract	£260,000	Apr-22	Mar-23	Approval of additional BCF funding at the Joint Commissioning Group for 12 months to enable an extension to continue the social prescribing contract, for staffing and infrastructure with a value of £240,000 pa, also £20,000 pa for onward referrals to voluntary community sector. This additional 12 months was not factored into the initial contract. The short-term funding (12 months) and additional complexities associated such as TUPE does not make it not feasible to complete a competitive exercise for this contract.
5.0	AHW	Community Care	2. Emergency Situation	£449,146	24/01/2022	23/01/2023	Granted on an emergency basis to a domiciliary care provider due to the contracted providers inability to deliver 19 packages of essential care.

6.0	AHW	Occupational Therapy External Consultancy Support	2. Emergency Situation	£99,000	01/02/2022	01/05/2022	Continuation of an existing contract past the term of the contract awarded. This award is required due to increasing waiting lists partly due to the pandemic and failures to recruit Occupational Therapists to complete the assessments.
7.0	CR	CRM Software Extension: Support And Maintenance	3. Safe Exit from a contract	£89,600	01/04/2022	31/0/3/2024	Extend of the current contract past the term of the contract for the Customer Relationship Management (CRM) system to ensure continuation of service and support for this business critical system pending the procurement and phased implementation of a replacement solution. The CRM contract was awarded via an open EU procurement (ref C6452). This ICT project is significant and the project to commission, procure and implement lengthy and involves significant officer resource from across the authority. The project should have begun in 2020 but the required officer resource was diverted to deal with the pandemic. This project has begun and this extension is needed to allow a robust contract to be commissioned, procured and implemented along with the safe exit from the existing agreement.
8.0	CR	Service Deliver Manager	Sole Provider/Niche     Market	£8,250	01/01/2022	31/12/2022	There is only one supplier (XL Print Document Solutions) of the Paris Enterprise print spooler, which is required for business-critical printing by Rapid Print. The Paris spooler interacts with Xerox Papercut software and the intention is to extend Paris for 12 months so this contract expiry coincides with the Xerox contract expiry, and both are factored into the reprocurement of the MFD contract.
9.0	CR	Toxicology Investigations Service	4. Forms Part of a Strategic Plan/Review	£87,000	1/11/2021	30/10/2022	The Coroner is an independent judicial officer who has a legal duty to investigate and report on the cause of death where cause of death cannot be ascertained with certainty. This contract has been extended to allow investigation into whether alternative providers can fulfil this requirement. The NHS has not been in a position to compete in a market test hence the extension beyond the contract term.
10.0	CR	Website Improvement Project	4. Forms Part of a Strategic Plan/Review	£63,201	14/12/2021	14/12/2022	Contract awarded beyond the contract end date to allow for completion of the works. Council resource issues due to the pandemic have led to a delay, 70% of the work is complete. This award is required to ensure the council benefits from this initial work to deliver a wider programme of works to reduce the number of external websites and achieve value for money.

11.0	E&E	Private Sector Stock Condition Survey	Sole Provider/Niche Market	£80,000	01/10/2021	22/03/2022	Direct award to conduct stock condition surveys on private sector housing conditions in the borough. The council are required to complete returns indicating the distribution of their housing stock by tenure and the condition of the stock. Since 2010 the number and frequency of stock condition surveys undertaken by Local Authorities has fallen to such an extent that there is now a lack of alternate survey providers in this field able to supply within the timescales required. The provider awarded has also undertaken neighbouring authority surveys.
12.0	E&E	Annual NHT Public Satisfaction Survey	Sole Provider/Niche Market	£75,000	20/12/2021	31/03/2026	The survey is a requirement of Dft Level 3 Self- Assessment Funding, without conducting these surveys, The Council would not receive the level of funding it currently receives. This is a niche provider.
13.0	LOCYP	Sleep Service	Sole Provider/Niche     Market	£70,000	04/10/2021	04/10/2022	To direct award a contract to deliver a sleep clinic service for children and young people currently placed within Local Authority children's residential homes alongside identified foster carer provision. This is a niche market for Doncaster.
14.0	LOCYP	Partnership Improvement Board - Chair	Sole Provider/Niche     Market	£80,000	01/01/2022	30/12/2022	The proposal is to extend the current contract due to ongoing need for this provision. The authority cannot obtain quotes for this provision due to the niche nature of the supplier and their existing position.

Total contracts awarded versus the number and value of waivers: 1<sup>st</sup> September 2021 to the 28<sup>th</sup> February 2022

Directorate	Number of Waivers	Value of Waivers	Total Contracts Awarded 1 <sup>st</sup> Sep 21 to 28 <sup>th</sup> Feb 22	Value of Contracts Awarded	% Number of Waivers against total contracts awarded	% Value of Waivers against total contracts awarded
E&E	2	£155,000	193	£17,589,209	1.04%	0.88%
Adult Social Care	2	£548,146	59	£61,511,644	3.39%	0.89%
Public Health	4	£5,971,833	25	£8,120,946	16%	73.54%
LOCYP	2	£150,000	287	£46,440,505	0.70%	0.32%
CR	4	£382,347	66	£18,049,218	6.06%	2.12%
Total	14	£7,207,326	630	£151,711,522	2.22%	4.75%

The % overall for this period for numbers of waivers granted against contracts awarded was **2.22**% which is a significant decrease on the previous period between the **1**<sup>st</sup> **March 2021 to the 31**<sup>st</sup> **August 2021** of which was **8.1%.** This shift is due to a significant increase of contracts awarded for this period.

**APPENDIX 3**