

Report

Date: 25th April 2024

To: AUDIT COMMITTEE

Report Title: BREACHES AND WAIVERS TO THE COUNCIL'S CONTRACT PROCEDURE RULES (CPRs)

EXECUTIVE SUMMARY

- This report provides Members with details of all the waivers and breaches to the Contract Procedure Rules (CPRs) for the period 1st September 2023 to the 29th February 2024.
- 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 November 2023 and the one before in April 2023. The details of each waiver and breach are summarised in the appendices to this report.

Directorate	1 st Sept 23 to 24	o 29 th Feb	1 st Mar 23 t Aug 23	o 31 st	1 st Sep 22 to 28 th Feb 23	
	Breaches	Waivers	Breaches	Waivers	Breaches	Waivers
AHW	0	2	1	4	0	5
CYPF	0	0	0	0	0	2
CR/CEX	0	5	0	4	0	5
PLACE (was E&E)	7	9	2	3	4	4
GRAND TOTAL	7	16	3	11	4	16
% Waivers versus No. Contracts Awarded	5.42	%	2.57	7%	4.92%	
% Value of Waivers versus Value Contracts Awarded	3.70	<u></u>	2.74	1%	2.16%	

EXEMPT REPORT

3. This report is not exempt.

RECOMMENDATIONS

4. To note the waivers and breaches recorded for the period between the 1st September 2023 to the 29th February 2024.

5. To note work undertaken by the Strategic Procurement Team (SPT) to ensure compliance and deliver services.

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 CPRs for the period covered by this report.
- 8. Waivers are only granted when the rationale is clearly demonstrated and in accordance with the CPRs.
- 9. Breaches are detected through periodic reporting via the Council's spend analysis system and through direct contact with stakeholders.
- 10. The Strategic Procurement Team (SPT) continue to have significant workloads because of multiple factors, this is being managed closely to ensure the high levels of compliance continue.
- 11. The number of approved waivers for this period has increased from **11**, as reported in November 2023, to **16**.
- 12. The number of breaches for this period has increased from **3**, as reported in November 2023, to **7**.
- 13. There are still high levels of compliance to the CPRs and SPT continue to be proactive and supportive to help alleviate increased pressures with regular reporting and attendance at key stakeholder meetings.
- 14. The CPRs were approved by Council in September 2023. The changes have been communicated with the Audit Committee. The new rules have been embedded across the Council and will be applicable to the Audit Committee Report in April 2024.
- 15. The Provider Selection Regime (PSR), this is a regulation under the Health and Social Care Act 2022, to come into force on the 1st January 2024. The Department of Health and Social Care (DHSC) intends the This will introduce a new set of rules for procuring health care services in England and Local Authorities are captured by this. The CPRs will be amended to reflect these technical changes on the 1st January 2024.
- 16. New procurement thresholds relating to public procurement have been announced and technical changes will be made to the CPRs, these are very small changes. The new threshold for supplies/services is £214,904 (inc. VAT), it remains the same for the Light Touch Regime Services is £663,540 (inc. VAT) and for works it has slightly changed to £5,372,609 (inc. VAT).

OPTIONS CONSIDERED

17. The Council's CPRs state the following thresholds where commensurate competition should be undertaken by officers to ensure value for money, these have been amended in accordance with the changes to the public procurement thresholds on the 1st January 2024: -

- **Up to £50,000** use of an in-house supplier, Council wide contract, third party framework agreement or direct award, where possible, to a Doncaster based organisation. Contract awards between £25,000 and £50,000 must be accompanied by a Best Value Form.
- Between £50,000 and £214,904 (£179,087 exc. VAT) use of an in-house supplier, Council wide contract, third party framework agreement or obtain a minimum of three formal quotes one of which should be from a Doncaster based organisation.
- Between £214,904 (£179,087 exc. VAT) and £663,540 (£552,950 exc. VAT) (Social & Other Specified Services) or £5,372,609 (£4,477,174 exc. VAT) (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 £214,904 (£179,087 exc. VAT) (Goods/Services) or £663,540 (£552,950 exc. VAT) (Social & Other Specified Services) or £5,372,609 (£4,477,174 exc. VAT) (Works) use of an in-house supplier, Council wide contract, third party framework agreement or carry out a public contract regulations compliant tender process.
- 18. **Appendix 1** shows the details of the **new**, **unresolved**, and **resolved** breaches for this period.
- 19. Public procurement law thresholds are set and can only be waivered if the award meets strict criteria set out in the legislation. In addition to this the Council recognise that discretionary thresholds within the CPR's may be a barrier to the delivery of services and, therefore, Council Officers can request that the CPR's are waived in specific instances, in accordance with the following permissible exemptions.

Old Version

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
5	Constitutes a trial purchase

New Version - under revised CPRs

Category	Description
а	For works, goods or services which are either patented or unique that it is not possible to obtain competitive prices or are only available from one organisation.
b	For the execution of works or services or the purchase of suppliers involving specialist or unique knowledge or skills
С	An organisation which has won a contract for an earlier phase of work via a competitive process and where further work is required that could not have been identified when the contract was let or to allow safe exit or decommission
d	Reasons of urgency where it is otherwise not reasonably possible to comply with the appropriate CPR requirement (for example an emergency). Even in such circumstances officers must continue to seek and obtain value for money wherever possible
е	The use of time-limited grant funding from an external body, where the time limitations will not allow a competitive process to be completed and where grant conditions allow this.
f	Where relevant UK or EU legislation not otherwise referred to in these CPRs prevent the usual procurement process as cited in the CPRs
g	Is permissible under Regulation 72 of the PCR2015
h	Constitutes a trial purchase.

Breaches to the CPR's

- 20. 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.
- 21. There have been **seven** new breaches and **four** resolved breaches. There are **two** unresolved breaches.
- 22. There has been an increase in the breaches for this period. Although this is disappointing, this relates to one area of the Council who has let a significant number of contracts in a shortened timeframe due to time limited grant funding but unfortunately did not follow correct process. These breaches are all under the Public Procurement thresholds and four out of the seven were awarded to Doncaster companies. As the breaches are consolidated to one area of the Council, interventions have taken place, there will be targeted training given, more scrutiny on contracting practices and an overall lesson learnt exercise. Senior management have been made aware and commitments to improved practice secured.

Update to Breaches previously reported

23. In **November 2023**, there were **three** new breaches reported to Audit Committee, **three** unresolved breach and **two** resolved breaches.

Waivers to CPR's

- 24. **Sixteen** waivers have been approved for this six-month period, which has increased from the last report in November 2023 where there was **eleven**. The number and contract value of waivers granted against the number of contracts awarded for this period are shown in **Appendix 3**.
- 25. The number of waivers has increased, this is reflective of the significant amount of contracting currently underway at the Council.
- 26. The waivers detailed in this report have been reviewed and agreed by either the MO or the CFO (Chief Financial Officer) (for waivers linked to the Legal and Democratic Services Department).

REVIEW OF PROCUREMENT ARRANGEMENTS

- 27.SPT (Strategic Procurement Team) continue to work closely with all Directorates to improve procurement practices and provide assurance that arrangements are robust and compliant.
- 28.SPT officers provide periodic updates to Heads of Service and/or Assistant Directors on their contracts, procurement plans and spend analysis to ensure transparency and delivery of projects within timescales. The frequency of these reports is dependent on the amount of procurement activity that occurs in the respective areas but commonly this is done quarterly or bi-annually. Any other procurement specific information is also shared.
- 29. A monthly CPR Training Programme continues to be delivered across the Council and officers can book this via the HR Portal. An eLearn module is has been finalised and will become mandatory for budget holders and staff involved in Procurement activity.
- 30. Procurement System developments continue, the main objectives are to improve data quality, sustain and improve compliance and deliver procedural efficiencies. The Procurement Planning module, part of the YorTender (e-tendering system), is now fully operational and used by the team. This also allow for the regulatory requirement to publish Procurement Pipelines every six months.
- 31.SPT and P2P have started monthly meetings to improve gatekeeping practices and improve systems. One to ensure that the Council can stop orders going out before they become a retrospective breach and secondly to make the processes more efficient for officers and teams.
- 32. SPT act as a gatekeeper on contracting risks and governance requirements, on issues such as IR35, Data Protection, Modern Slavery etc.

OPTIONS CONSIDERED

33. Each waiver is examined through a robust process and, where appropriate, challenged for alternative options prior to approval. This can be at various stages of the process. Each waiver is approved by the Head of Procurement and escalated for authorisation to the MO or CFO.

REASONS FOR RECOMMENDED OPTION

34. It is important that the Council's CPRs are adhered to and, where breaches are identified, a corrective plan is formed and monitored by SPT.

Great 8 Priority	Positive Overall	Mix of Positive & Negative	Trade- offs to consider – Negative overall	Neutral or No implications
Tackling Climate Change	✓			
Comments: This is considered with deliverables obtained through considered with the co	•	ng and forms	part of the s	ocial value
Developing the skills to thrive in life and in work	✓			
Comments: Social value is included contracting as a minimum of 10% social value targets are associated	% weighting	in the evaluat	ion criteria.	Part of the
Making Doncaster the best place to do business and create good jobs	✓			
Comments: Social value is included contracting as a minimum of 109	% weighting	in the evaluat	ion criteria.	
social value targets are associat local people.	ea wiin oppi	ortunities to ci	сате оррогт	unities for
social value targets are associat	ed with oppo	ortunities to ci	cate opport	unities for
social value targets are associat local people. Building opportunities for healthier, happier and	✓	ortunities to ci	cate opport	unities for

Nurturing a child and family-friendly borough	✓			X
Comments:				
Building Transport and digital connections fit for the future	✓			X
Comments:				
Promoting the borough and its cultural, sporting, and heritage opportunities	✓			X
Comments:				
Fair & Inclusive	✓			
Comments: This is covered as pa contracting at the Council.	art of the so	cial value del	ivered throug	gh

36. Legal Implications [Officer Initials: NJD Date: 5/4/24]

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.

37. Financial Implications [Officer Initials: PH | Date: 02/04/24]

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.

38. Human Resources Implications [Officer Initials: SH | Date: 02/04/24]

There are no specific HR implications arising from this report.

39. Technology Implications [Officer Initials: PW | Date: 02/04/24]

There are no specific technology implications in relation to this report. SPT continues to consult with Digital & ICT 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.

RISKS AND ASSUMPTIONS

40. Breaches to the CPRs can expose the Council to reputational, financial, legal, and commercial risks. Contracting can be high risk if done incorrectly. Compliance monitoring of the CPRs seek to counter and address these risks.

CONSULTATION

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

BACKGROUND PAPERS

42. None

GLOSSARY OF ACRONYMS AND ABBREVIATIONS

43.

Adults, Health & Wellbeing (AHW)

CEX – Chief Executive Directorate

Contract Procedure Rules (CPRs)

Chief Financial Officer (CFO)

Corporate Resources (CR)

Doncaster Children's Services Trust (DCST)

Economy & Environment (E&E)

Information Communications Team (ICT)

Invitation to Tender (ITT)

Light Touch Regime (LTR)

Children, Young People & Families (CYPF)

Monitoring Officer (MO)

Strategic Procurement Team (SPT)

Public Contract Regulations (PCR2015)

Public Health (PH)

Purchase to Pay (P2P)

Place – previously E&E

Request for Quotation (RFQ)

Technology Governance Board (TGB)

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BREACHES

- New CPR breaches that have been identified between the 1st September 2023 to the 29th February 2024.
- 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	PLACE	Unresolved	Apr 23	Building Materials – Timber	£51,570	Contract expired	Apr 24 Note: Procurement still underway, prioritising higher risk contracts are let first. Continue with agreed rates that are closely monitored until re-tender is completed.	Jun 2024 Jan 2024
							Nov 23 Note: Procurement works underway, redesign of the contract and the way it is delivered has added in additional time to resolve. Apr 23 Note: The contract expired, and a new contract has not been reprocured in time. This is due to multiple reasons. Firstly, a straightforward reprocurement project, as would happen normally, is not sufficient due to the economic challenges on the materials sector i.e., unprecedented inflation that requires the need for a whole system review with necessary amendments to specifications, contract particulars and procedural obligations on merchants. In addition to this the required resource to complete the enhanced contracting works has been a challenge due to capacity issues across the Council. We have secured and formalised pricing with the incumbent until we can secure a new robust contract. Capacity has been allocated from SPT and they are working with Stores and a new contract should be in place November 23.	Nov 2023
1.1	PLACE	Resolved	Apr 23	Kitchens	£39,520	No contract	Apr 24 Note: Contract awarded. Nov 23 Note: Contract in draft, plan to award November 2023. Low value contract, decision taken to prioritise other works. Apr 23 Note: Traditionally kitchen spend was below the direct award threshold. Aggregated spend analysis has shown this has exceeded the £25k threshold. This has been picked up by SPT. A contract will be put in place, and this will be aligned with the SLHD contract.	Nov 2023 Jun 2023
1.2	PLACE	Resolved	Apr 23	Building Materials	£87,225	Contract expired	Apr 24 Note: Contract awarded. Nov 23 Note: ITT currently out to market, subject to the process – award should be made Nov 23. Apr 23 Note: As per the Breach 2.0 (above) narrative.	Nov 2023

1.3	PLACE	Resolved	Nov 23	Modular Buildings	£213,000	Not obtained tenders	Apr 24 Note: Resolved, training given to the officers involved. Nov 23 Note: Shown via off contract spend analysis, service area and applicable officers spoken with – only one quotation obtained in breach of the CPR's. Senior Category Manager worked with applicable officers; training undertaken.	Jul 2023
1.4	PLACE	Resolved	Nov 23	Modular Buildings	£37,486	Quotes not sought	Apr 24 Note: Resolved, training given to the officers involved. Nov 23 Note: Shown via off contract spend analysis, service area and applicable officers spoken with – only one quotation obtained in breach of the CPR's. Senior Category Manager worked with applicable officers; training undertaken.	Jul 2023
1.5	PLACE	New	Apr 24	Cusworth Hall Build Works	£49,514	Quotes not sought	Apr 24 Note: Spend picked up Sept 23, was pre changes to the CPRs where a direct award would have been permissible (£50k threshold) and x3 quotes were required.	Sept 23
1.6	PLACE	New	Apr 24	Fixed Wire Electrical Testing	£34,175	Quotes not sought	Apr 24 Note: Spend picked up Sept 23, was pre changes to the CPRs where a direct award would have been permissible (£50k threshold) and x3 quotes were required.	
1.7	PLACE	New	Apr 24	Shop Front Manufacturing & timber Balustrades	£220,000	Tenders not obtained	Apr 24 Note: Informal quotes were received but the level of spend as per the CPRs should have meant a tender process was followed.	Apr 24
1.8	PLACE	New	Apr 24	Heritage Building Stone Restoration Works	£170,000	Quotes not sought	Apr 24 Note: Quotes should have been obtained. Service area advised that English Heritage has specified the contractor but did not obtain a CPR waiver that would have covered this scenario.	
1.9	PLACE	New	Apr 24	Stud Works	£60,000	Obtained 2 quotes, should have got minimum 3	Apr 24 Note: 3 quotes should have been obtained, only 2 were obtained. Service area has been advised on this, targeted training on this matter.	
1.10	PLACE	New	Apr 24	Ground Works	£200,000	Tenders not sought	Apr 24 Note: 3 tenders should have been sought. No competitive exercise was undertaken. Service area has been advised on this, targeted training on this matter.	
1.11	PLACE	New	Apr 24	Painting & Decorating	£81,000	Obtained 2 quotes, should have got minimum 3	Apr 24 Note: 3 quotes should have been obtained, only 2 were obtained. Service area has been advised on this, targeted training on this matter.	
2.0	AHW	Unresolved	Nov 23	Supported Accommodation and Floating Support Services for Young Families & Parents to be	£392,000	CPR Waiver rejected	Apr 24 Note: Governance has been agreed for the new model. Procurement has begun, and the contract will commence in September 2024 subject to a successful process. Resolution date moved due to market engagement, redesign and the time required to transition to a new provider if necessary. Nov 23 Note: A CPR Waiver was rejected for an additional year on this ongoing contract. Subsequently the timescale was too short to re-procure aft rejection of the waiver. To protect the council the breach is being managed, toontract has been formalised albeit not in compliance with the CPR's.	

WAIVERS

CPR waivers agreed covering the period 1st September 2023 to the 29th February 2024, with an explanation of the reasons for the waiver.

No.	Directorate	Title	Waiver Category	Waiver Value (£)	Waiver Start Date	Waiver End Date	Reason for the Waiver (brief description)
1.0	AHW	Carers Wellbeing Service	4. Forms Part of a Strategic Plan/Review	£70,000	04/12/2023	03/12/2024	Variation to the current Carers Wellbeing Service contract to enable the Provider to retain x2 full-time workers and recruit x1 further part-time worker in order to further enhance the commissioned service to meet the Council's revised requirements.
1.1	AHW	Direct Payment and Support Service	g) Permissible under Reg 72 (PCR2015)	£1,250,000	01/02/2024	31/05/2024	Period required to safe exit the contract and ensure a robust procurement procedure is completed and safe exit from the contract.
2.0	CR/CEX	CRM/LAGAN Extension of Support and Maintenance	3. Safe Exit from a contract	£183,944	01/04/2024	31/03/2026	Extension of the current maintenance and support contract for the Councils Customer Relationship Management system (CRM) of 1 + 1 years to the present supplier. To ensure continuation of service and support for this business-critical system pending the completion of the procurement and phased implementation of a replacement CRM solution. The implementation period is much longer than expected due to redesign of the CRM system approach.
2.1	CR/CEX	Corporate Security Contract	3. Safe Exit from a contract	£91,000	01/09/2023	31/03/2024	Extend the existing security contract to allow for significant changes to the scope of the contract due to changing needs of the Council and partners since its inception in 2018.
2.2	CR/CEX	Document Storage	4. Forms Part of a Strategic Plan/Review	£70,000	07/01/2024	06/01/2025	A 12-month extension of the existing contract for the storage of paper records to allow for the rationalisation and internalisation of this service thus delivering value for money to the Council.
2.3	CR/CEX	Resettlement of Refugees - Furniture Contract	4. Forms Part of a Strategic Plan/Review	£65,000	01/10/2023	31/03/2024	The Council is supporting an unprecedented number of Afghan Refugees on Government Resettlement Schemes over a very short period of time. The families were served eviction notices by the Home Office from the Doncaster Hotels where they were staying, and if the Council had not resettled these refugees swiftly, it is likely that they would have presented to the Council as Homeless. None of the families have any furniture, which forms part of the resettlement works, so the Council needed to source these items quickly as part of a wider programme of works. The Council have used a local (Doncaster) not for profit organisation to provide the furniture for these families. There was not enough time to carry out a procurement exercise.

No.	Directorate	Title	Waiver Category	Waiver Value (£)	Waiver Period Start Date	Waiver Period End Date	Reason for the Waiver (brief description)
2.4	CR/CEX	Chamber Voting Conference and Recording System	b) Specialist Knowledge/Ski Ils	£14,999	01/12/2023	30/11/2026	Continuation of the maintenance agreement with the incumbent supplier of the audio-visual conferencing and recording equipment in the Council Chamber due to their specialist knowledge of how the system works. This is specialist knowledge where the supplier could only reasonably be changed if the entire system was. Investigation into replacement costs have resulted in the Council needing to continue with the incumbent system.
3.0	Place	Central Library Demolition & Public Realm	e) Time limited grant funding conditions	£2,500,000	01/02/2024	30/09/2024	To approve the award of a contract to complete the demolition of Doncaster Central Library, reconstruction of two number shop units and the associated Public Realm works. This is time limited grant funding so a competitive exercise would add time into the project and risk clawback. The costs have been benchmarked to ensure value for money.
3.1	Place	Air monitors, Ancillary equipment, Enclosures Supply, Maintenance and Fault Call Out Service	3. Safe Exit from a contract	£16,045	01/04/2024	31/03/2025	Existing contract completion delayed due to electrical supplier installation that is essential to complete the contract, this is outside the control of the Council.
3.2	Place	NEC ASSURE Public Protection	3. Safe Exit from a contract	£71,100	01/04/2024	31/03/2026	The Council are moving to a new system for provision of these services. To allow for data extraction and access to live data which is essential for the Council to deliver essential enforcement services a 2-year extension is required.
3.3	Place	Gritter Spares	1. Sole Provider/Niche Market	£90,000	16/10/2023	15/10/2028	Sole/Niche Makers and Manufacturers inc spare parts for this machinery - no alternative supplier.
3.4	Place	Flooring	2. Emergency Situation	£23,000	01/08/2023	01/03/2024	Award of a flooring contractor to complete flooring works to the Corn Exchange internal refit within the program deadlines set by the third-party funding organisation.
3.5	Place	Mechanical Sweeper Parts	1. Sole Provider/Niche Market	£75,000	31/08/2023	30/08/2028	Sole/Niche Makers and Manufacturers inc spare parts for this machinery - no alternative supplier.
3.6	Place	Gulley Emptier and Jetting Units Spare Parts	1. Sole Provider/Niche Market	£75,000	31/08/2023	30/08/2028	Sole/Niche Makers and Manufacturers inc spare parts for this machinery - no alternative supplier.
3.7	Place	Road Sweepers – Road & Pavement: Spare Parts	1. Sole Provider/Niche Market	£120,000	31/08/2023	30/08/2028	Sole/Niche Makers and Manufacturers inc spare parts for this machinery - no alternative supplier.

No.	Directorate	Title	Waiver Category	Waiver Value (£)	Waiver Period Start Date	Waiver Period End Date	Reason for the Waiver (brief description)
3.8	Place	Hire of Vehicles and Plant Equipment without Driver	c) Earlier Phase won – unforeseen extra works required	£160,000	16/10/2023	15/02/2024	New contract to be procured, extension to incumbent contract with multiple suppliers until full review complete and specification significantly revised including new requirements through joint purchasing with SLHD.

Total contracts awarded versus the number and value of waivers: 1st September 2023 to the 29th February 2024.

Directorate	No. of Waivers	Value of Waivers	Total Contracts Awarded	Value of Contracts Awarded	% No. of Waivers against No. Total Contracts Awarded	% Value of Waivers against Total Contracts Awarded
AHW	2	£1,320,000	9	£1,475,614	22.22%	89.36%
CYPF	0	£0	50	£21,114,795	0%	0%
CR/CEX	5	£424,943	49	£72,405,745	10.2%	0.55%
PLACE (was E&E)	9	£3,130,145	187	£36,660,094	4.81%	8.45%
Total	16	£4,875,088	295	£131,656,248	5.42%	3.70%

The % total number of waivers granted, for this period, against contracts awarded was **5.42%**, which is an increase on the previous period between the **1**st **March 2023 to the 31**st **August 2023** of which was **2.57%**.

The % total value of waivers granted, for this period, against total value of contracts awarded was 3.70%, which is a slight increase from the previous period between the 1st March 2023 to the 31st August 2023 of which was 2.74%.