

# National Procurement Strategy for Local Government in England 2018

Delivering the ambition



### **Preface**

Councils are now taking a serious and long overdue look at how procurement can assist them to achieve better outcomes for their residents. Whilst there has been some excellent work undertaken as a result of previously published local government national procurement strategies, too many councils still consider procurement as the 'EU procurement compliance' team or is viewed as the team that sits in the corner that we need to consult to get our procurement published formally on the e-tendering system.

A new approach about investing in and using our procurement teams more effectively is needed. Procurement should be at the heart of our thinking as councillors because procurement is not solely about compliance – of course we need to deliver that as a given.

More importantly though, we need our procurement teams to help us deliver benefits to our communities through specifying additional social value and engaging with local companies and voluntary sector groups. I would urge councillors to engage with service heads and procurement teams on high value-high risk procurements to drive innovation, generate savings and identify opportunities for income generation.

I am proud to introduce this strategy which represents a significant step change in the way hat local government strategies for procurement are written. It is not a 'top down' strategy ut one designed to be genuinely useable according to the specific needs of your council and, together with the associated toolkit, to provide the tools needed to deliver the benefits I have set out above.

I encourage you to consider seriously improving procurement practice in your council. If your council is already doing so, you'll be well aware of the benefits of your investment in this area. If your council hasn't done so yet, I hope this strategy will give you a balanced insight into what you can achieve.



Councillor Paul Bettison

Chairman, LGA Improvement and Innovation Board

### **Foreword**

There is no doubt about it. Councils are living through very turbulent times. The financial environment is tough and set against a background of mounting pressures on services. Brexit and the next Spending Review are adding to the uncertainties.

Yet councils have shown remarkable resilience. The imaginative strategies that councils have adopted to see them through these challenging times are truly inspiring.

In my role as Coventry's Chief Executive, and during my period heading up the West Midlands Combined Authority, I have been very conscious of the responsibility that leaders – both politicians and managers – have to set a compelling vision and to galvanise all the talent in the organisation to deliver that vision. I have seen first-hand the results that can be achieved by working in partnership across the public sector.

Like many councils, we have become more entrepreneurial, developing new strategies for income generation and entering into partnerships that enable us to share in revenues. We are, of course, focused on getting the maximum benefit locally from council spending and that has led us to make a major push on 'social value': leveraging our procurement expenditure to create jobs and skill up local people and to generate opportunities for local SMEs, microbusinesses and voluntary, community and social enterprises (VCSEs) in our supply chains.

This new National Procurement Strategy therefore has my full support. It speaks to the role that procurement professionals can play in enabling councils to deliver their ambitions over the next four years, particularly on the new commercial agenda and by creating added social value. As a 'living strategy', the intention is that it will be continuously updated to keep pace with developments in our fast-changing world.

This is the right strategy for our times and no council can afford to ignore it. I whole-heartedly commend it to you.



Martin Reeves
Chief Executive, Coventry City Council
National Procurement Champion

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### Introduction

This strategy builds on councils' achievements under the National Procurement Strategy for Local Government in England 2014 – the first strategy developed by and for English councils: <a href="https://www.local.gov.uk/sites/default/files/documents/download-national-procure-241.pdf">https://www.local.gov.uk/sites/default/files/documents/download-national-procure-241.pdf</a>

In Spring 2017 councils assessed their own progress under that strategy. Results are summarised in 'National Procurement Strategy 2014: The story so far' and detailed findings for all regions are available from: <a href="www.local.gov.uk/national-procurement-strategy">www.local.gov.uk/national-procurement-strategy</a>

Councils reported good progress on the implementation of electronic procurement and on the use of the flexibilities provided by the new EU procurement rules, for example. In terms of capability, as might be expected, larger councils reported having the most commercial expertise at their disposal while many district councils were sharing services.

The national category strategies that support the 2014 strategy have also achieved a good level of engagement. The strategies cover the following major areas of spend:

- ICT
- construction
- energy
- · social care.

Making savings was a major theme of the 2014 strategy and councils continue to operate in a very challenging financial environment. Demand for local public services is rising, and cost pressures are increasing, yet government grant to councils has reduced markedly (by more than 49 per cent in real terms since 2010 according to the National Audit Office). This has placed a question mark over the sustainability of local public services. The Local Government Association (LGA) estimates that by 2020 there will be an overall funding gap exceeding £5 billion. Uncertainties surrounding the future of local government funding make it difficult for councils to plan beyond that date.

In this context, delivery of council ambitions – including better outcomes from public services and regeneration of places – requires resourcefulness and councils are responding in a variety of ways. The response includes strategies designed to:

- maximise the value including the 'social value' – achieved from the sector's £55 billion annual procurement spend
- generate income ('commercialisation')
- harness innovation including supplier innovation.

Clearly, these are all areas in which procurement can make a major contribution but that requires leadership and best use of resources through partnership, working with those involved in the commissioning process, budget holders, suppliers, the wider public sector and other stakeholders (particularly important for health and social care).

The starting point for the National Procurement Strategy 2018 is that councils are already well along the path set out in the 2014 strategy. Some councils, particularly smaller ones, may have more work to do in certain areas (eg collaboration) and they are encouraged to continue to make progress. All councils are encouraged to continue engagement with national category strategies to realise the benefits they offer.

The 2018 strategy is not about compliance or tactical issues. Its streamlined structure reflects learning from the 2014 strategy and the diagnostic exercise. It focuses on three themes which, consultation has shown, reflects local government's priorities for the next four years:

- showing leadership
- · behaving commercially
- · achieving community benefits.

The themes are broken down into a number of key areas. Among other things, the key areas pick up actions necessary to address the risks posed by the failure of strategic suppliers:

- engaging strategic suppliers
- managing strategic risk
- option appraisal including the 'make or buy' decision
- procurement strategies that promote competition in the marketplace including more opportunities for SMEs and VCSEs
- contract and relationship management including supplier financial distress measures.

In addition to the themes, the strategy identifies four 'enablers':

- developing talent
- exploiting digital technology
- enabling innovation
- embedding change.

These cross-cutting actions have been identified by councils as being necessary for successful delivery in the key areas.

The diagnostic used to assess progress under the 2014 strategy took the form of maturity indices. Councils found this helpful and it has informed the way in which the 2018 strategy is set out. The themes are presented as maturity models to make objective setting and measurement easier. A toolkit has been developed to accompany this strategy. Its purpose is to help councils set local goals and assess their progress. The toolkit is for

guidance only as a 'one-size-fits-all' approach is not supported by the sector or advocated in this strategy.

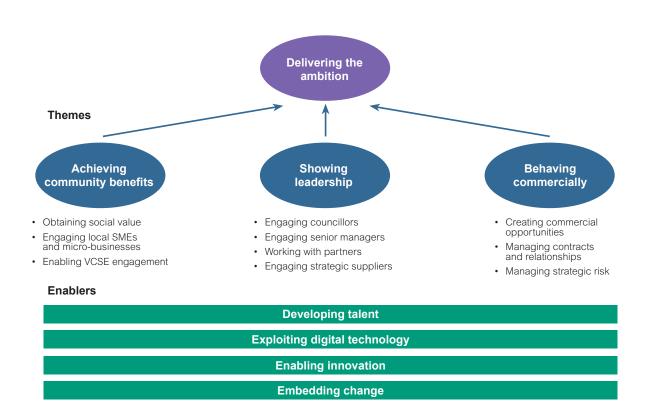
The idea is that each council chooses the level of maturity it will aim for in each of the key areas. The choices will naturally reflect local priorities and the resources available to the council. It is recognised, of course, that district councils may have different objectives to larger councils. Consequently, there is nothing 'wrong' about a council setting 'developing' or 'mature' (for example) as its target level of maturity in a particular area; it can be entirely appropriate.

It is envisaged that groups of councils may want to develop their own regional procurement strategies based on this model which reflect their own local and regional priorities. For example, in some parts of the country the 'green' component of the social value duty may be a higher priority than the social and economic dimensions (ie jobs, skills and supply chain opportunities). Similarly, councils might choose to set further objectives in relation to 'ethical procurement' which could include voluntary compliance with the Modern Slavery Act 2015. (See LGA's 'Tackling Modern Slavery: A Council Guide': www.local.gov.uk/ modern-slavery-council-guide).

While this strategy has been developed by and for councils in England, it is hoped that delivery partners (the sector's professional buying organisations) and the wider public sector (including, for example, the fire nd rescue service and councils in other parts of the UK) will also be able to draw on it as appropriate and benefit from a similar approach.

Lastly, it is recognised that the environment is fast-changing and that developments, such as Brexit, may require changes in strategy some way into the period covered by the National Procurement Strategy 2018. The strategy has been designed so that maturity indices that have become redundant can be removed easily and replaced by new indices that reflect new or changed priorities. In other words, it is a living strategy.

Figure 1 provides an overview of the new strategy.



# Making it happen

This strategy looks to councils and groups of councils to provide local and regional leadership and to assess their own progress.

The LGA/NAG will provide national leadership by:

- engaging regionally and nationally with councils in order to understand areas of good practice as well as areas of concern
- providing a single voice for local government on procurement and supplier management issues
- engaging with the sector's strategic suppliers and trade bodies including those representing SMEs and VCSEs
- facilitating and supporting further collaborative and partnership working between councils and the wider public sector
- publishing case studies, good practice guidance and toolkits:
   www.local.gov.uk/national-procurementstrategy
- leading periodic diagnostic reviews, evaluating progress and sharing high level results
- connecting exemplar councils to other councils who identify a wish to improve in particular areas of focus, either individually or collectively by sharing stories at conferences and workshops
- engaging with chief executives through organisations such as SOLACE.

We will report progress through the LGA's Improvement and Innovation Board and communications to councils will be delivered through the National Advisory Group (NAG) and SOPO (Society of Procurement Officers in Local Government) monthly newsletter, the Knowledge Hub¹ and relevant social media.

<sup>1</sup> https://khub.net

## **Themes**

The National Procurement Strategy for Local Government in England 2018 focuses on three themes which councils have identified as the sector's priorities:

- · showing leadership
- · behaving commercially
- · achieving community benefits.

Each of the themes is broken down into key areas whose content is set out in more detail overleaf.

A toolkit, which accompanies this strategy, provides additional guidance to councils on how to frame objectives and assess maturity in each of the key areas.

### Showing leadership

Key area: En	Key area: Engaging councillors						
Description:	and governance the cabinet/port roles effectively,	<b>Engaging councillors</b> refers to the engagement of councillors in the leadership and governance of council procurement and commercial activity. This includes both the cabinet/portfolio holders and overview and scrutiny members. To perform their roles effectively, councillors must be equipped with the necessary skills and value and benefit from good procurement and commercial advice.					
Help:	What it is: Councillors set the council vision and strategic priorities and must be satisfied that the procurement and commercial arrangements for their delivery are robust. Councillors make key decisions, particularly in major projects, and maintain oversight of the performance of key contracts, agreeing corrective action where necessary. Councillors need to be fully engaged in these roles. Councillor engagement needs to be supported through training, good procurement and commercial advice and reporting arrangements.  Why it is important: When councillors are fully engaged with procurement and commercial matters, the quality of decision-making is better and oversight and accountability are improved. Among other things, councillor engagement leads to better project delivery and better outcomes for the local community.						
High level principle/ specific behaviour:	Minimum  Councillors regard procurement and commercial issues as purely operational matters.	Developing The council is exploring the best approach to councillor engagement in procurement and commercial matters.	Mature Councillor engagement is delivering better results on some projects.	Leader Councillor engagement is delivering better results across all procurement and commercial activity.	Innovator  Councillor engagement is contributing to the success of a combined authority/ group of councils project or another innovative project.		

Description:	valuing and ber	nefiting from procu	ers to the corporat urement and com ding early advice	mercial advice at	all	
Help:	commercial adv process requiring procurement and Why it is impor- possible, provide impact on the of- important that s	What it is: Key decision-makers value and benefit from procurement and commercial advice at the early stages of major projects. This is a two-way process requiring action by senior managers on the one hand and by procurement and commercial advisers on the other.  Why it is important: Good procurement and commercial advice (wherever possible, provided in-house or shared between councils) can have a decisive impact on the outcome of a project, particularly one involving innovation. It is important that senior managers engage with the procurement and commercial issues from the earliest stages of the project.				
High level principle/ specific behaviour:	Minimum Senior management regard procurement and commercial issues as purely operational matters.	Minimum  Developing  The council is exploring the procurement and procurement and commercial issues as purely operational  Mature  Leader  Council Council demonstrating procurement and procurement and commercial issues, as purely operational  Developing  Mature  Leader  Council demonstrating procurement from early procurement and procurement and commercial issues, commercial advice on authority/ group of				

Key area: Working with partners						
Description:	implementation	<b>artners</b> refers to of solutions for part organisations.				
Help:	What it is: The council works as a single team to design and implement solutions for public services and commissioners/budget holders, and commercial and procurement advisers work together as part of that team.  Why it is important: A team approach makes best use of limited resources and can lead to innovative solutions and better results. The team approach should characterise how council departments work together and how the council works with other councils, health, fire, police, housing, VCSEs and other partners.					
High level principle/ specific behaviour:	Minimum  There are teams but they work in isolation from commercial and procurement advisers.	Developing  Council acknowledges the business case for a cross council approach to design and implementation of solutions and is seeking to encourage this.	Mature  Designing and implementing solutions as a single team in high value/ high risk projects.	Leader  Designing and implementing solutions as a single team is the council's normal way of working (policy).	Innovator  Designing and implementing solutions as a combined authority or as a group of councils/ with health, fire, police, housing, VCSEs and other partners.	

Key area: Engaging strategic suppliers						
Description:	suppliers and e		n to improve perfo	ss of identifying s ormance, reduce		
Help:	What it is: The council takes a strategic approach to the management of relationships with the most important suppliers (otherwise known as Strategic Supplier Relationship Management). This activity should be carried out cross department and is most effective when done cross organisation.  Why it is important: Effective management of strategic supplier relationships can deliver a range of benefits, including improved outcomes for the public,					
	added social va	lue, reduced cos	t, reduced risk an	id innovation.		
High level principle/	Minimum	Developing	Mature	Leader	Innovator	
specific behaviour:	Firefighting. Ad hoc engagement with important suppliers usually when there is a problem to be resolved.	Acknowledges business case for improved strategic supplier management and is piloting engagement.	Delivering programme of engagement with strategic suppliers at council level.	Playing a leading role in a programme of engagement with strategic suppliers at combined authority/ group of councils level.	Playing a leading role in programme of engagement with strategic suppliers at regional/ national level.	

#### Behaving commercially

Key area: Creating commercial opportunities (including income generation)						
Description:	<b>Creating commercial opportunities</b> refers to how an organisation promotes revenue generation and value creation through the way it plans its major third party acquisitions (works, services and goods); reviews its business options (make or buy); engages with, and influences, markets and potential suppliers; seeks to support and encourage innovation; and promotes the development of new ideas and solutions to service delivery.					
			pject and this key bute to its succes		to now	
Help:	What it is: There are many ways in which commercial opportunities can be created through the strategic management of the commercial cycle and the services and assets delivered through the contracts it creates. Commercialisation is a broad and important subject to the sector. This key area is confined to how procurement teams should contribute to helping identify and create commercial opportunities.  Why it is important: As grants from central government are reduced, organisations are required to look at other means of reducing funding deficits. Commercial opportunities can be created in many different ways, from conventional means such as increasing returns on assets to the way it engages with its development partners and third party contractors.					
High level principle/	Minimum	Developing	Mature	Leader	Innovator	
specific behaviour:	Focused on business as usual and compliance.	Some high value/ high profile acquisitions examined for creating commercial opportunities.	Clear understanding of the ways in which new revenue generation opportunities can be created across the commercial cycle. End-to-end policies and processes promoting this approach in place across the organisation.	Revenue generation and potential wealth creation is a standard part of all contract review meetings. Procurement staff are encouraged to enhance commercial skills and demonstrate commercial behaviours.	Organisations work collectively to identify and exploit new commercial opportunities through market shaping and shared working with development partners  Organisations see staff innovation and knowledge/information utilisation as a commercial opportunity.	

Key area: Managing contracts and relationships							
Description:	and control of a by the appointed and systems ne identification an and performanc	<b>Contracts and relationship management</b> refers to the effective management and control of all contracts from their planned inception until their completion by the appointed contractor(s). It covers the supporting policies, procedures and systems needed to undertake it, together with broader issues from the identification and minimisation of risk, successful and timely delivery of outcomes and performance, effective control of cost and variations, and the maintenance of clear communications and operational relationships with contractors.					
Help:	What it is: Contract and relationship management is the process by which all contracts and variations are managed effectively to control costs, secure the quality and timeliness of agreed outcomes and performance levels, and minimise the occurrence of risks.  Why it is important: Research by the International Association for Contract and Commercial Management (IACCM) shows that contracts exceed their expected costs by 9.4 per cent on average over their lifetime. Poor contractor performance or commercial failure can seriously damage a council's reputation and its ability to deliver effective services and support to local communities.						
High level principle/ specific behaviour:	Minimum  Compliance driven. Reactive approach to contract and relationship management.	Developing Identified the need to change and improve. Basic policies, procedures and systems in place.	All basic policies, procedures and systems in place to support contract and relationship management across the organisation and used in all departments.	Well- developed policies, procedures and systems in place to support contract and relationship management. Used to drive forward planning, cost control and contractor performance.	Innovator  Contract and relationship management recognised by the leadership team as being essential to driving ongoing improvement and better service outcomes. Systems, procedures and staff delivering consistently high results.		

Key area: Managing strategic risk						
Description:		egic risk refers to activity upon bus ion.				
Help:	What it is: A series of actions and policies designed to reduce or even eliminate the probability of a perceived risk occurring and minimising the detrimental effects that may occur should it materialise.  Why it is important: The occurrence of any risk, particularly when it could be foreseen, can have a devastating impact on the organisation's reputation and the lives of the people it serves, the quality of the services that it provides, and even its financial viability.					
High level principle/ specific behaviour:	Minimum  Compliance driven. Doing enough to meet statutory requirements.	Developing  Good awareness of issues involved and potential threats with basic systems in place to manage should they occur.	Mature  Taking a proactive approach to strategic risk management with all vulnerable areas identified and mitigating policies and plans in place.	Leader  All vulnerable areas identified and policies and plans in place and shared ownership, transparency and reporting with appropriate contractors.	Innovator  Effective policies and plans in place in all areas, shared with contractors with contingency plans in place and active management of all strategic risks.	

#### Achieving community benefits

Key area: Obtaining social value					
Description:	<b>Social value</b> refers to wider financial and non-financial impacts of programmes, organisations and interventions, including the wellbeing of individuals and communities, social capital and the environment. From a business perspective it may be summarised as the net social and environmental benefits (and value) generated by an organisation to society through its corporate and community activities reported either as financial or non-financial (or both) performance. Councils are encouraged to consider using national themes, outputs and measures (TOMs) in their procurement activity, as the basis of measuring social value: https://socialvalueportal.com/national-toms				
Help:	What it is: Social value is about improving economic, social and environmental wellbeing from public sector contracts over and above the delivery of the services directly required at no extra cost. Used properly, additional social value can be beneficial to both suppliers and councils and represent a joint effort to exploit maximum value from procurement.  Why it is important: Experience from procurements let by Councils that have fully included social value requirements has shown that a minimum +20 per cent social value 'additionality' can be obtained on contract value by way of direct				
High level principle/ specific behaviour:	social value 'additionality' can be obtained on contract value by way of direct community benefits.    Minimum				Social value is a core operational metric, integrated into all directorates/ departments and activities with regular reporting

Key area: Eng	jaging local sn	nall medium ei	nterprises (SM	Es) and micro	-businesses	
Description	fewer than 250 5.2 million SME: Micro-business: £2 million. For the	The usual definition of <b>SMEs</b> used in the public sector is any business with fewer than 250 employees and turnover of less than £50 million. There were 5.2 million SMEs in the UK in 2014, which was over 99 per cent of all business. Micro-businesses are business with 0-9 employees and turnover of under £2 million. For the purposes of this document the term 'SME' shall refer to both SME and micro-businesses.				
Help:	What it is: SME	s are non-subsid	iary, independent	firms.		
	income for those stability, are a se dynamic private be even more in	e on low incomes ource of innovation e sector. With the p	a major role in cre; they help foster on and contribute cotential localisation authorities to encote.	economic growth to the developme on of business ra	, social nt of a tes, it will	
High level	Minimum	Developing	Mature	Leader	Innovator	
principle/ specific behaviour:	Council does not see any benefits to be gained from SME engagement.	SME organisations are engaged in a few key contracts only.	Taking a proactive approach to integrating SME organisations into procurement and commissioning.	SME engagement is embedded into corporate strategy.	sme engagement is a core operational way of doing business, integrated into all directorates/ departments and activities with regular reporting against targets.	

Key area: Enabling voluntary, community and social enterprise (VCSE) engagement						
Description	groups, register growing numbe	<b>VCSE</b> refers to organisations that include small local community and voluntary groups, registered charities both large and small, foundations, trusts and a growing number of social enterprises and co-operatives. These are often also referred to as third sector organisations or civil society organisations.				
Help:	What it is: The VCSE sector is diverse in size, scope, staffing and funding of organisations. It provides a broad range of services to many different client groups. However, VCSE sector organisations share common characteristics in the social, environmental or cultural objectives they pursue, their independence from government, and the reinvestment of surpluses for those objectives.  Why it is important: VCSE organisations can play a critical and integral role in health and social care, including as providers of services; advocates; and representing the voice of service users, patients and carers.					
High level principle/ specific behaviour:	Minimum Organisation does not see any benefits to be gained from VCSE engagement.	Developing VCSE organisations are engaged in a few key contracts only.	Mature Taking a proactive approach to integrating VCSE organisations into procurement and commissioning.	VCSE engagement is embedded into corporate strategy.	Innovator  VCSE engagement is a core operational way of doing business, integrated into all directorates/ departments and activities with regular reporting against targets.	

### **Enablers**

Councils have identified a number of cross-cutting issues that will also need to be addressed if they are to realise their ambitions in the key areas.

These are referred to as 'enablers' of the strategy.

The four enablers are:

- · developing talent
- exploiting digital technology
- enabling innovation
- embedding change.

### Developing talent

Minimum	Developing	Mature	Leader	Innovator
Recruits staff with appropriate experience/ professional qualifications (eg CIPS).	Recruits staff with appropriate experience/ professional qualifications and responds to ad hoc requests for training and development.	Service plan includes support for staff to obtain professional qualifications and for apprenticeships.	Planned approach to talent development in relation to future procurement and contract management workload including:  Contracts pipeline Resourcing plan Competency framework Remuneration strategy Comprehensive training and development plan including provision for development of staff not currently in procurement or contract management roles Secondments to and from the private sector and VCSE sector.	Planned talent development (as for Leader) but at combined authority/group of councils level.

### Exploiting digital technology

Minimum	Developing	Mature	Leader	Innovator
Basic purchase ordering functionality for some products and/or services using finance and/or operational systems.  Limited procurement and contract management information available via static sources.	Use of an integrated Procure to Pay (P2P) system in conjunction with online ordering for all services/ products. May include some human intervention and paper trails. Some procurement and contract management Information available online to all stakeholders with appropriate search and filtering. Use of electronic tendering and quotations system for some tenders/ quotes (either as a dedicated system or tender box rental).	Use of an integrated Procure to Pay (P2P) system in conjunction with online ordering for all services/ products fully automated and paperless, with human intervention being restricted to exceptions only.  Comprehensive procurement and contract management information available online to all stakeholders with appropriate search and filtering.  Use of electronic tendering and quotations system for all tenders/ quotes (either as a dedicated system or tender box rental).  Access and interaction to all of the above possible from any electronic mobile device.	<ul> <li>Access to a Procure to Pay (P2P) system via secure mobile application, promoting a self-service approach for suppliers. (Access should include online viewing of payment records/status and the ability to auto convert orders to invoices).</li> <li>Technology used to forward plan all strategic acquisitions and to underpin sourcing and procurement decisionmaking.</li> <li>Performance monitoring and communications underpinned by dashboards and diagnostics.</li> </ul>	Mobile applications designed for supplier and contractor interactions including future opportunity alerts, contract management, contractor performance ratings and procurement satisfaction levels. Shared systems and information with delivery partners (including voluntary sector/ local businesses) and other councils and citizens. Knowledge management, accessing paper and electronic sources to build comprehensive intelligence about contracts, markets and trends.

#### **Enabling innovation**

Minimum	Developing	Mature	Leader	Innovator
Ability to capture and harness procurement innovation in organisation non-existent.	Innovation only considered in a few contracts where technology is involved.	Outcomes based on procurement and market making are the 'standard' way of doing things.  Innovative procurement approaches are not just applied to technology but to established services.	<ul> <li>Innovation in procurement and contract management is mainstreamed.</li> <li>Procurement techniques such as innovation partnerships, pre-commercial procurements used regularly.</li> </ul>	All contracts reviewed to identify new service delivery and income generation models.  Procurement challenges and innovative potential solutions shared across councils and regions.

#### Embedding change

Minimum	Developing	Mature	Leader	Innovator
Success depends on individuals, no organisational engagement.	New approaches and ideas applied in isolated procurement processes.	Procurement change comprehensively applied across multiple projects and departments.	Senior leaders recognise the importance of procurement and contract management, and promote as a way of leading and managing organisational change.	Procurement and contract management are key drivers of organisational change and are embedded at all levels in the organisation.  Lessons learned shared with other organisations at regional and national level.



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