London Borough of Hammersmith & Fulham

CABINET





PROCUREMENT OF MANAGED SERVICES PROVIDER FOR THE PROVISION OF AGENCY WORKERS

Report of the Cabinet Member for Finance - Councillor Max Schmid

Open Report

A separate report on the exempt part of the Cabinet agenda provides exempt information.

Classification - For Decision

Key Decision: Yes

Wards Affected: NONE

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Resources

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1. EXECUTIVE SUMMARY

- 1.1. The Council's contingent workforce is currently facilitated through a Managed Services Provider (MSP) for the provision of agency workers. The contract is due to terminate in June 2016 without the option for extension and it is necessary to ensure that a new contract is substantiated timeously.
- 1.2. This report provides a business case for continuing with a managed service provider arrangement for agency workers, details a number of options for the means of ensuring that a new contract is put in place, justifies the selection process and makes recommendations to contract with a specific Managed Service Provider for Agency Workers. The managed service is volume-based and consistent with the administration's commitments to reduce the use of agency staff and to promote the London Living Wage.

1.3. In accordance with the relevant legislation this report is part exempt from disclosure. A separate report on the exempt part of the Cabinet agenda provides exempt information.

2. **RECOMMENDATIONS**

- 2.1. That approval be given to enter into an access agreement with ESPO in order to formally utilise ESPO Framework (No 653F_15) for Managed Services for Temporary Agency Resource (MSTAR2).
- 2.2. That subject to 2.1, above, the ESPO Framework (No 653F_15) for Managed Services for Temporary Agency Resource (MSTAR2) should be accessed to call off the services of a Managed Services Provider for Agency Workers.
- 2.3. That the Potential Provider should be awarded a call off contract under the ESPO Framework (No 653F_15) with effect from 1 July 2016 for a period of two years with the option of extending on 1 July 2018 for a further one year and also on 1 July 2019 for a further 1 year, providing for a maximum contract period of four years.
- 2.4. That the contract award should be in relation to Lot 1, Neutral Supply Chain management for both Transactional and certain Strategic Services as detailed in the MSTAR2 Framework.
- 2.5. That the Council continues with the requirement that the chosen supplier operates 'pay between assignments'.
- 2.6. That conditional to the award of contract and in accordance with terms of the MSTAR2 Core Specification for Transactional Services, the Potential Provider should be required to commit to delivery proposals that will provide target savings of up to £170k against anticipated MSTAR2 expenditure. Further information is provided in Section 8 of this report.
- 2.7. That integral to the pricing matrix, an additional marginal management fee (0.005p per hour transacted) should be introduced to part fund a contract management resource within the Shared Human Resources Service. At current usage this would equate to £22.5k per annum to be combined with an identical recommendation in RBKC to provide combined funds of circa £39.5k per annum. Further information is provided in Section 9 of this report.
- 2.8. That the appropriate Cabinet Member should be delegated with authority to exercise the option to extend the term of the contract in accordance with para 2.3 above.

3. REASONS FOR DECISION

3.1. The Councils contract with Pertemps, its extant Managed Services Provider for Agency Workers expires on 30 June 2016. There is no option for extension under the current contract which was procured for 1 year only following Cabinet

- decision on 5 January 2015. Pertemps previously held the contract from October 2011 June 2015.
- 3.2. The existing contract was 'called off' from the MSTAR framework for a period of one year and was generated due to particular circumstances within the Council and to provide the Council with the opportunity to consider options and opportunities for procurement in the meantime.
- 3.3. Options available and considered to date have included, a full self-managed procurement exercise, One Source Collaborative Procurement, competitive procurement from the MSTAR2 framework along with RBKC and / or WCC; and LBHF procurement through direct call off from the MSTAR2 Framework. These options and opportunities are described more fully in the body of the report.
- 3.4. The Council's services are, over the long term equipping to manage, integrate and purposefully utilise (Agresso) BT as the Managed Services MSP for Shared Services. This is on-going and time consuming and requires significant use of HR Service resources and departmental management and goodwill.
- 3.5. As the organisation goes through significant change in its operating processes for HR and Finance managed services, it is viewed as desirable in relation to an Agency Worker MSP to:-
 - maintain as much stability as possible.
 - Obtain a return on investment and utilise the interface that has already been put in to place with Agresso negating the potential for trial and error of any new interface that may be required as a result of MSP Procurement.
 - provide for service managers to continue to utilise a known, embedded agency worker recruitment, management and payment system that is well known, well used and working well.
 - ensure that the necessary procurement exercise is completed on time, without over expending Council resources in terms of time or budget in doing so.
 - Provide the Council with the option to Procure or to extend the contract on completion of years 2 and 3.
- 3.6. The ESPO (Eastern Shires Purchasing Organisation) MSTAR2 Framework provides a simple but competitive route to procure an MSP for Agency Workers.
- 3.7. All suppliers on the Framework are preselected by ESPO as being capable of providing a comprehensive range of services that incorporates both quality and value for money. Further detail is contained in part 6 of this report Options and Analyses of Options.

4. INTRODUCTION AND BACKGROUND

4.1. The Council's Workforce Strategy is linked and dedicated to the Council's strategic priorities, business aims and objectives. The workforce strategy is in part dependant on the availability of a high quality contingent resource, for

- example, in order to resource temporarily needed specialist functions, to cover the gradual reduction of the overall workforce, during reorganisations or where emergency cover is required.
- 4.2. Cabinet approval for the procurement of a framework agreement for the supply of temporary agency workers was obtained in 2011 for a period of four years. At that time, the annual contract value was approximately £17.5m. Spend had been reducing and subsequently continued to reduce further.
- 4.3. On 5 January 2015, Cabinet approved a recommendation to procure via a direct call off from the original MSTAR framework for one year until 30 June 2016 in order that the Council could consider procurement options and opportunities that were likely to become present over the following year.
- 4.4. The current MSP provision is a streamlined process that gives service managers 24/7 access to the ordering system, a very quick turnaround in the engagement process, standardised, efficient processes, an easy payment system and direct contact with the MSP which in turn manages the relationship with approximately 97 Agency Worker suppliers.
- 4.5. In the run up to the introduction of Managed Services for HR and Finance it was necessary to commission Pertemps, the extant MSP to develop an electronic interface between its agency management system and Agresso to ensure electronic payments etc. This entailed considerable activity including a one off budgetary expenditure of £40k. (Although this was supplemented by Pertemps agreeing to take over a related payment function at nil cost that had previously cost the Council £130k per annum in licence fees.)

5. PROPOSAL AND ISSUES

- 5.1. In April 2015, the new managed Services arrangements for HR and Finance were introduced across the three boroughs, LBHF, RBKC and WCC.
- 5.2. The options and issues arising out of the implementation of managed services have been carefully considered.
- 5.3. One anticipated opportunity was to align Agency Worker MSP contracts across the three boroughs and to facilitate this in part, arrangements were put in place to align Agency MSP contract commencement dates across the three boroughs for July 2016.
- 5.4. It was anticipated that aligned MSP contracts could utilise economies of scale and reduce Agency Worker costs in the Councils.
- 5.5. However, it has also been necessary to weigh this up against the need for ensuring that Council services may function as smoothly and effectively as possible and the benefits of facilitating where possible, the use of management systems that are well known, well used and working well, wherever possible for the meantime.

- 5.6. To enter into contract alignment with both RBKC and WCC (both of whose extant Agency MSP is Comensura), is now considered to be counterproductive as it would, without doubt necessitate a change of Provider, systems, processes, impacting further on service delivery for at least one Council and possibly all three councils.
- 5.7. Therefore, to help ensure stability it is considered to be more appropriate to utilise the MSTAR2 framework and to directly call off the potential Provider for a period of up to four years subject to formal review on completion of years two and three.

This will provide the opportunity for the Council to provide for the stability in process and system knowledge that is deemed currently necessary by:-

- completing the management of the implementation of managed services,
- ensuring the continuity of agency worker provision without the need to reimplement or to retrain managers in a new system,
- negating the need for a further electronic interface with Agresso for timesheet, agency payroll services and invoice management.

6. OPTIONS AND ANALYSIS OF OPTIONS

- 6.1. The Options That Were Considered For Meeting The Business Need.
- 6.2. A number of options have been actively considered in determining the most appropriate route to procurement. These include:-

MSTAR2

- 6.3. The Eastern Shires Purchasing Organisation (ESPO) Framework (No 653F_15) for Managed Services for Temporary Agency Resource (MSTAR2) is a simple and competitive route to procure a managed service for temporary agency resources. I.e., where the Managed Service provided (MSP) manages the arrangements with numerous agency worker providers, rather than the local authority itself.
- 6.4. All suppliers on the framework have been pre-selected by ESPO for their ability to provide a comprehensive range of services that incorporates both quality and value for money. Appendix 2 details the Suppliers included in the MSTAR2 Framework.
- 6.5. The framework is especially established for use by public sector bodies in the UK including Local Authorities . Reportedly, over 150 Contracting Authorities are using the framework since its inception on 2011.

6.6. Benefits include:-

- Obtaining better value for money, minimise costs, improve contract performance
- Aggregating spend and procurement 'know how' to obtain better value

- Compliance with UK / EU procurement legislation, negating the need for LBHF or partner authorities to run a full procurement process
- All suppliers have been included on the framework as they have already been assessed during the ESPO procurement process for their financial stability, track record, experience and technical and professional ability.
- The managed service is volume-based and consistent with the administration's commitments to reduce the use of agency staff and to promote the London Living Wage.
- 6.7. In accordance with Contract Standing Orders, Para 8.3, it is permissible to call off directly from such a framework without further competition. MSTAR2 provides for calling off directly provided that the pre-determined rates are used. Alternatively, a mini-competition amongst the providers in the MSTAR2 framework would need to be conducted in order to elicit different (improved) rates. Subject to approval of this report, it is intended that the pre-determined rates will be initiated by the Potential Provider. A commitment to achieve savings in accordance with MSTAR2 is detailed in Part 8 of this report.

MSTAR2 Lots

- 6.8. There are three different Lots to select from according to the commercial model preferred by the authority. A call off from the framework for Lots 1 and 2 may be done so with or without further competition. However, further competition is necessary for Lot 3.
- 6.9. Lot 1 Neutral
 A Managed Service provider manages a supply chain of agencies but may not itself supply any temporary agency workers or tiers of Agencies to provide temporary agency workers to fulfil bookings (unless through a subsidiary coy).
- 6.10. Lot 2 Master

 A Managed Service provider generates a pool of workers (a 'first tier' which may include the authority's own pool) from which they fill vacancies.
- 6.11. Lot 3 Hybrid

 A combination of models to suit the Authority's resourcing objectives
- 6.12. Lots 1 and 2 are designed to provide basic core Transactional Services and also include an optional menu of Strategic Services that may be procured as appropriate.
- 6.13. Appendix 3a outlines services prescribed as Transactional (Core) and Appendix 3b those Strategic Services selected as appropriate to LBHF (contained in the exempt report on the exempt Cabinet agenda).

6.14. Options for Lots Considered under MSTAR2

6.15. As the Transactional and certain Strategic Services would meet LBHF specification requirements, there is no particular need to develop a Hybrid Model, the decision as to which Lot should be procured lies between Neutral or Master vendor.

- 6.16. As described above, a Master Vendor model of supply chain management occurs when a Master Vendor generates their own pool of potential agency workers and will seek to fulfil all orders, only using the Agency worker supply chain when necessary. Due to the volume of agency use within the Council and the spread of disciplines required it is deemed to be inappropriate to place such a significant volume of recruitment service delivery in one organisation.
- 6.17. The Neutral Vendor model of Supply Chain management occurs when a Neutral Vendor manages a supply chain of agencies but may not itself supply any temporary agency workers or tiers of Agencies to provide temporary agency workers to fulfil bookings (unless through an associate or subsidiary coy). This spreads the potential risk and business opportunity across the many organisations in the supply chain, several of which will be locally based, and also spreads the likelihood of successful recruitment in terms of volume and discipline across many different Recruitment organisations.
- 6.18. Therefore subject to authorisation it is intended to procure on the basis of a Neutral Vendor Supply Chain Management model as referenced in recommendation 2.4, above.
- 6.19. MSTAR2 presents several opportunities for procurement:

6.20. Direct Call Off from MSTAR2

- 6.21. As a framework agreement, MSTAR2 is designed to facilitate direct call off. Equally, LBHF Contract Standing Orders, Part 8.3 provide for direct call off from a recognised framework agreement.
- 6.22. Therefore given the opportunity of securing both quality and value for money via MSTAR2 and also given the unique issues currently facing the Council and the clear need for continued stability in process, interface and knowledge, direct call off from MSTAR2 is a compelling option. The Pricing Matrix of the potential Provider is detailed in Appendix 4 (contained in the exempt report on the exempt Cabinet agenda).
- 6.23. Mini Competition using Mstar2 Framework via OneSource (Led by Havering & Newham Councils)
- **6.24.** The MSTAR2 Call Off by One Source is an MSTAR2 London Mini-Competition User Group which is conducting a further mini competition. Led by the London Borough of Havering and Newham and comprising a number of London Councils.
- 6.25. Although it is anticipated that this facility will be price driven via a reverse auction (and may well provide a less expensive contract), LBHF would not have any direct input in selecting the new MSP under the above call off competition and there is a real risk that in comparison with our current service provision, a lower quality and unsustainable service delivery mechanism might be delivered as a result. In addition, the potential to secure a return on investment in the Agency / Agresso interface would be significantly diminished.

6.26. Mini Competition or Contract alignment Across LBHF, RBKC and WCC.

- **6.27.** It was anticipated that a mini Competition or aligned MSP contracts could utilise economies of scale and reduce Agency Worker costs in the three Councils and therefore activity has been undertaken previously to align contract termination dates across the three Councils in June 2016.
- 6.28. However, to enter into contract alignment with both RBKC and WCC (both of whose extant Agency MSP is Comensura), is now considered to be counterproductive given the unprecedented and resource intensive implementation phase of Managed Services for HR and Finances.
- 6.29. Contract alignment would, without doubt necessitate a change of Provider, systems and processes, impacting further on service delivery for at least one and possibly all three Councils.

6.30. Run stand-alone OJEU Procurement

6.31. It would be possible for LBHF to initiate a unique procurement exercise. This would provide for a greater degree of flexibility in designing a bespoke service solution and would possibly provide for the Council to obtain an appropriate ratio of quality and cost. However, conducting a full tender process on behalf of LBHF alone would be resource and time intensive with limited if any added value when compared with Mstar2 options which provide a quicker route to market, together with greater clarity on the pricing to be charged. Therefore this option could not be regarded as a cost effective use of the Council's resources. It would not necessarily secure a better outcome in the service solution compared to other options detailed in this section.

7. PAY BETWEEN ASSIGNMENTS

- 7.1 The Agency Workers Regulations (AWR) entitle agency workers to get the same basic pay and conditions as comparable employees after a 12 week qualifying period. However, if the temporary work agency offers the agency worker a permanent contract of employment and pay between assignments (PBA) then the entitlement to comparable pay (with LBHF) does not come in to play. This does not affect agency workers' entitlements to other provisions under the AWR such as annual leave after 12 weeks, 'day one' rights and rest breaks.
- 7.2 This is commonly known as The Swedish Derogation so called because it was introduced into the Regulations at the request of the Swedish Government.
- 7.3 The current use of PBA represents a reduction in costs of between £750k and £1m per annum and therefore, has significant financial implications. Given that up to £1m per annum would otherwise be required to be allocated, the financial constraints facing the Authority and that PBA is currently embedded in agency workers engagement, this report recommends at 2.5, above, that the potential Provider should operate PBA.

8. COMMITMENT TO ACHIEVE SAVINGS

- 8.1 As detailed in Appendix 3a, the MSTAR 2 Core Specification for Transactional Services requires the MSP to "establish a process of year on year improvement Service delivery proposals must include direct cost savings that are delivered transparently as well as indirect cost savings to be achieved through process efficiencies."
- 8.2 With this in mind it is reasonable to establish target savings and to ask the potential Provider to commit to achieving these savings against our anticipated MSTAR2 expenditure in Year 1 and in each subsequent year.
- 8.3 Agency expenditure varies year on year depending largely on the number and grade of Agency Worker engagements along with fees and charges of Agencies.
- 8.4 Therefore using 2014/15 agency usage as a benchmark, target savings of up to £170k against anticipated MSTAR2 expenditure will be inbuilt to an award of contract to ensure that agency spend remains comparable if not less than that of 2014/15 in each year of the contract.
- 8.5 It should be noted that there is the possibility that the actual figure may vary up or down dependent on the volume and grade of agency workers engaged.

9. MANAGEMENT CHARGES

- 9.1 ESPO is a not for profit, self-funded organisation. It recovers its overheads by means of a retrospective rebate from suppliers. The rebate for the MSTAR2 framework is charged at £0.01 per hour transacted and this is added to the total hourly charge rate by the selected MSP. This currently equates to £45,000 per annum.
- 9.2 ESPO has confirmed that it is possible for customers using this framework to recover a rebate in addition to the ESPO rebate, for example, to fund an internal resource to manage the contract and / or work with the Managed Service Provider. In such circumstances ESPO advises that the Customer should advise the Managed Service Provider what amount (pence per hour) is to be charged and this will be added into their Total Charge Rate.
- 9.3 Contract research and significant elements of procurement along with the management of the contract and the MSP is currently the responsibility of the Shared Director for Human Resources. In addition, a number of other contracts with specialist Agencies are arranged via HR for the supply of interim senior officers and managers. Within Human Resources, there is no dedicated or established position to cover this activity. Therefore, in this regard, it is proposed to add an additional £0.005 per hour transacted to recover a rebate from LBHF Service Departments in order that Human Resources Service may fund an appropriate resource related to these activities.
- 9.4 HR is a shared service and RBKC are concurrently renewing their contract for the supply of agency workers on the same time line. RBKC will seek authorisation to

apply a similar rebate and the combined rebate will be used to provide a shared resource to manage all aspects of the Agency/Recruitment contracts in both boroughs. Dependant on future engagement numbers is anticipated that LBHF service department contributions will be approximately £22.5k.

10. EQUALITY IMPLICATIONS

- 10.1. The recruitment of temporary agency workers has the potential to impact on each of the protected characteristics identified in the Equality Act 2010.
- 10.2. Both the framework agreement and the call off contract with the potential Provider make clear that temporary agency workers are not and cannot become employees of the Council as part of their agency engagement.
- 10.3. Both the framework agreement and the call off contract include robust non-discrimination provisions and require the potential Provider to take all reasonable steps to ensure that anyone engaged in the performance of the contract with the Council observes these provisions.
- 10.4. The new call off contract will reinforce with the potential Provider its obligations to comply with the law in relation to equality whether with respect to age, disability, gender reassignment, marriage or civil partnership, pregnancy and maternity (including ethnic or national origins, colour or nationality) religion or belief (including lack of belief), sex or sexual orientation. It will include a commitment to ensuring that the potential Provider and its suppliers understand the Council's commitment to equality and diversity, monitor and review fairness and equality throughout the recruitment process and, where appropriate, agree action to improve diversity in recruitment. An Equality Impact Assessment is attached as Appendix 5.
- 10.5. Implications completed by: Albert Rose Equalities Consultant Human Resources Tel 020 8753 4975.

11. LEGAL IMPLICATIONS

- 11.1. It is understood that the Council is able to access the MSTAR2 (Managed Services for Temporary Agency Resource) Framework Agreement (the Framework Agreement). The direct award of a call-off contract under the Framework Agreement will need to be made in compliance with Regulation 33 (8) (a) of the Public Contracts Regulations 2015. Legal Services will carry out a review of the terms and conditions for the call-off prior to execution and will work with officers to arrange for the execution of the contract.
- 11.2. Implications verified/completed by: Kar-Yee Chan, Solicitor (Contracts), Shared Legal Services, 020 8753 2772.

12. FINANCIAL AND RESOURCES IMPLICATIONS

12.1. The proposed contract is for a maximum period of four years for the provision of agency staff. The report provides justification with continuing with a managed

service provider arrangement (MSTAR2) by awarding a call off contract. If the potential provider is retained, the council will save the cost of developing an interface between an alternative provider and the Council's system. In addition other costs associated with changing provider such as training managers on the new system, can be deferred.

- 12.2. In the new MSTAR2 framework, the contract will cost £170k more than last year if the same level of agency staff are engaged. So the 170k target (which will vary up or down depending on volume) is geared to ensure that the overall cost of the new contract is at least comparable (or less) than the current contract. However, there will be opportunity to negotiate contract savings with the provider by requiring them to reduce its rate or provide a volume discount.
- 12.3. The Council is committed to reviewing all areas of expenditure to become more efficient. The proposed contract has no minimum level of spend and will therefore support this approach and will not commit the Council to any expenditure.
- 12.4. It is proposed that an additional management fee of £0.005p per transaction be introduced for part funding an appropriate Human Resource Service to manage the contract. On current level of transactions LBHF contributions are expected to be around £22.5k. This will be an additional cost to service users and it has to be contained within their existing budgets. It should be noted that the proposed contract will continue with the requirement that the chosen supplier operates "pay between assignments". This approach represents a reduction in costs of between £750k to £1m per year to the Council.
- 12.5. Implications verified/completed by: Andrew Lord, Head of Strategic Planning and Monitoring, ext. 2531.

13 IMPLICATIONS FOR BUSINESS

- 13.1 Subject to the recommendations of this paper being approved, the extant provider will continue to provide a virtually identical level of service which will realise no new impacts on businesses at this time.
- 13.2 In accordance with recommendation 2.4 of this report, Neutral Supply Chain Management will provide for additional vendors of appropriate calibre with local bases or branches to seek inclusion in the Agency Worker provider supply chain. Under the extant Neutral Vendor contract with Pertemps, the supply chain currently includes 67 Agencies, of which 3 are understood to have offices / facilities based within Hammersmith and Fulham.
- 13.3 In terms of social value, the potential Provider will manage functions involving approximately 67 recruitment agencies and the wages of numerous agency workers and therefore the overall turnover of the contract comprises salaries and also fees and charges to the recruiting agencies. However, subject to the approval of the recommendations in this report, representation will be made to the Potential Provider to support the improvement of a new interactive Web Site for Work Zone (the Council's recruitment service for unemployed residents).

13.4 Implications completed by: Antonia Hollingsworth, Principal Business Investment Officer - 020 8735 1698.

14 RISK MANAGEMENT

- 14.1 The recommendations align themselves to a number of risks on the Shared Services Strategic Risk Register. Market testing, achieving the best quality service at lowest possible cost for the taxpayer and business resilience are corporately identified risks, risk numbers 4 and 6, and the report proposes that continuity with the incumbent provider is the best solution to ensure that services remain relatively unaffected when seeking to appoint agency staff during a period of significant change due to the implementation of Managed Human Resources Services.
- 14.2 Resilience through this period is extremely important and contributes to the ongoing management of reputation and service standard risk, risk number 12 on the Strategic Risk Register. Continuity with the incumbent provider is again the best option to maintaining service standards. The Human Resources Shared Services, London Borough of Hammersmith and Fulham and Royal Borough of Kensington and Chelsea, would be required to ensure that the successful provider are considered within their Business Resilience Plans and suitably monitored in their service risk register.
- 14.3 Additional system change risks would emerge from any Information Management or Technological changes required should the incumbent provider change.
- 14.4 Implications verified by: Michael Sloniowski, Shared Services Risk Manager ext 2587

15 PROCUREMENT AND IT STRATEGY IMPLICATIONS

- 15.1 In accordance with CSO 8.3, the Interim Head of Procurement has been consulted and the Director of Law will be consulted on the terms and conditions of the proposed contract. The terms of the framework also need to be complied with.
- 15.2 The Corporate Procurement Team has assisted in this procurement progress and agrees with the recommendations contained in the Report.
- 15.3 Implications verified/completed by: Robert Hillman, Procurement Consultant Telephone: 020 8753 1538.

16 PRIVACY IMPACT ASSESSMENT

16.1 A Privacy Impact Assessment is attached as Appendix 6. (Further input to be requested from Ciara Schimidzu)

17. CONSULTATION

17.1 There is no requirement to consult on the content of this report with external organisations.

LOCAL GOVERNMENT ACT 2000 LIST OF BACKGROUND PAPERS USED IN PREPARING THIS REPORT

No.	Description of Background Papers	Name/Ext file/copy	of holder of	Department/ Location
1.	N/A			

LIST OF APPENDICES:

Appendix 1 – Details of Potential Provider

Appendix 2 - Suppliers included on MSTAR2 Framework

Appendix 3a – MSTAR2 Core Specification

<u>Appendix 3b – Pricing Schedule 2 – Strategic Services (contained in the exempt report on the exempt Cabinet agenda).</u>

Appendix 4 Pricing Matrix (contained in the exempt report on the exempt Cabinet agenda).

Appendix 5 – Equality Impact Assessment

Appendix 6 – Privacy Impact Assessment