



**People, Pay
and Pensions
Agency**

'Putting People First'

PPPA Framework Document



*An Agency of the
Ministry of Defence*



People, Pay & Pensions Agency
Framework Document
Version 2 dated April 2008



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and Pensions
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Foreword by the Under Secretary of State for Defence and Minister for Veterans



It gives me great pleasure to introduce the People, Pay and Pensions Agency (PPPA) Framework Document.

Sharing services is an essential part of the Government's approach to transforming the delivery of public services. It enables the introduction of more effective and efficient business procedures. These mean we can focus our resources where we should, on the front line. They also mean that staff and their managers receive a better and more integrated service that helps them maximise their own contribution to Defence.

That is why creating a single Agency to encompass provision of all civilian services is such an important part of our programme to transform the way we all work.

The Agency is aiming to be a model of excellence in shared services, which not only satisfies its Defence customers, but also stands comparison with the best across Government and more widely. That is a bold aim. It will require constant innovation and improvement and the competition will be stern.

We have come a long way since the Pay and Personnel Agency was formed out of the Defence Accounts Agency in 1996. There are many challenges ahead as the Pay and Personnel Agency is now subsumed within the new PPPA.

I wish the Chief Executive and all the staff of the Agency every success as they face those challenges.

A handwritten signature in black ink that reads "Don Touhig". The signature is written in a cursive, slightly slanted style.

Don Touhig MP

1. Status, Direction and Accountability

Status

- 1.1 The People, Pay and Pensions Agency (PPPA) is an Agency of the Ministry of Defence (MOD), it subsumes the Pay & Personnel Agency (PPA) and will be the single provider of all corporate civilian personnel services to the MOD.

Role of the Secretary of State

- 1.2 The Secretary of State for Defence has ultimate responsibility for determining the policy and resources framework within which the Agency will operate. In practice, the Secretary of State will delegate these responsibilities via the Under Secretary of State and Minister for Veterans, to the Personnel Director.

Role of the owner

- 1.3 The Personnel Director, as Owner, is accountable to Ministers for the exercise of the functions delegated to him. On behalf of Ministers the owner will approve the Agency's plans, full cost budgets, set key performance targets and monitor and assess the Agency's overall performance and strategic direction. The owner will be advised by the Owner's Advisory Board (OAB), the membership and functions of which are set out at Annex A.
- 1.4 The Owner's responsibilities include the following:
- to recommend key targets to Ministers for approval and subsequent publication in Parliament.
 - to determine strategic aims and objectives and monitor the performance of the Agency against key financial and performance targets. The Owner will also be consulted on corporate and business plans and risk assessments where appropriate.
 - to advise Ministers on the strategic direction of the Agency in the context of wider departmental or cross-governmental objectives and on their response to strategic performance management.
 - to keep the Chief Executive informed of any central policy developments relevant to the Agency.
 - to monitor the high level performance of the Agency and to provide appropriate challenge and support to ensure that the Agency is able to deliver its aims, objectives and targets.
 - to approve the annual budget of the agency, and to ensure that the Agency has the delegations and authorities necessary for effective delivery and continuous improvement.
 - to assist the Chief Executive to work through the implications of any recommendations emerging from end-to-end business process reviews where they affect the Agency.
 - to appoint the Chief Executive following appropriate selection/approval procedures.

Role of the Chief Executive

- 1.5 The Chief Executive will be responsible for the day-to-day management of the Agency. The Chief Executive is specifically responsible for:
- Proposing Corporate and Business Plans that set out the strategic direction of the Agency and how it will take forward it's business;
 - Implementing the Agency's approved Corporate and Business Plans, including the achievement of performance targets;
 - The efficient and effective management of the Agency, its assets and resources;
 - The delivery of services specified by and agreed with customers, within the approved plans, on schedule and within budget;
 - The provision of advice to the Owner and Ministers as necessary on issues concerning the Agency;
 - The provision of reports to the Owner on an agreed basis to enable him to discharge his ownership responsibilities;
 - Ensuring corporate governance arrangements are consistent with Departmental policy, including in relation to corporately identified risk;
 - Ensuring that the requirements of Government Accounting, Joint Service Publication (JSP) 462 (Financial Management Policy Manual), JSP 472 (resource Accounting Policy Manual) and any other guidance and instructions issued by the MoD, HM Treasury or the Cabinet Office are met;
 - Implementing recommendations accepted by Government from the Public Accounts Committee, Parliamentary Select Committees or other Parliamentary authorities;
 - Ensuring compliance with the Common Law Duty of Confidence, the Human Rights Act 1998 and all other UK, European and International legislation and International Protocols and Agreements that are relevant to the Agency's business; and
 - Ensuring that effective procedures for handling customer relations, issues and complaints are established and publicised. This includes replying to complaints personally if they cannot be resolved satisfactorily at local level.

Appointment of the Chief Executive

- 1.6 The post of Chief Executive will be a senior civil service 2* appointment, with a normal duration of three years. This may be extended, or terminated, as appropriate. The appointment will normally be made by the Personnel Director through open competition.

Accountability to Parliament

- 1.7 The Under Secretary of State and Minister for Veterans (US of S) will be accountable to Parliament for all matters concerning the Agency. However, Defence Ministers will not normally be involved in the day-to-day management and operation of the Agency.
- 1.8 The US of S decide which officials will represent him at hearings of Parliamentary Committees but will normally ask the Chief Executive to represent him and answer on his behalf when Agency affairs are being discussed.
- 1.9 Ministers will decide the appropriate way to respond to written Parliamentary Questions (PQs) about the Agency. The Chief Executive will provide Ministers with information needed to respond to Parliamentary business concerning the Agency, keeping the Owner and Director General Management and Organisation (DGMO) informed as appropriate during this process.

Accounting Officers

- 1.10 As Principal Accounting Officer (PAO), the Permanent Under Secretary of State (PUS) is responsible for the overall organisation, management and staffing of the MoD and is responsible for ensuring a high standard of financial management in the Department as a whole.
- 1.11 The PAO has responsibility for the Requests for Resources from which the Agency draws its funds. The Chief Executive will be directly accountable to the PAO for ensuring the propriety and regularity of the Agency's expenditure, for the adequacy of its financial systems and for the efficient and economical conduct of its business. The Chief Executive may be required to accompany the PAO before the Public Accounts Committee (PAC) to account for the discharge of these responsibilities.
- 1.12 The PAO is the Principal Officer of the Department for this purpose, but will delegate to the Chief Executive the responsibility for replying on any matter concerning the Agency. The Chief Executive will receive a Letter of Designation from the PAO setting out his Accounting Officer responsibilities.

Relationship with Central and Other Government Departments

- 1.13 The Chief Executive may make direct contact with HM Treasury and the Cabinet Office, keeping the Owner, DGMO and other MoD policy branches informed of such contacts when relevant. Likewise, the Department is required to keep the Agency informed when dealing with Central or Other Government Departments on matters where the Chief Executive has an interest.

Customer Complaints

- 1.14 The Agency is subject to the jurisdiction of the Parliamentary Commissioner for Administration. Members of Parliament have the right to refer complaints from the public to the Parliamentary Commissioner for Administration where an individual claims to have suffered injustice through mal-administration. The PAO is the Principal Officer of the Department for this purpose, but may delegate the responsibility for replying to such claims to the Chief Executive. Such decisions will be made on a case-by-case basis.
- 1.15 The Agency will maintain a rigorous customer complaints process for handling disputes in an effective manner, which is published on the Department's Internet site www.mod.uk

Freedom of Information Act

- 1.16 The Agency will strictly follow Departmental policy and procedures in order to ensure compliance with the Act.

The Data Protection Act

- 1.17 The Agency will establish systems, processes and procedures to ensure personal information held by the Agency is compliant with the Data Protection Act 1998 and JSP 440.

2. Agency Business

Aim

2.1 The aim of the Agency is to provide quality, value for money personnel, pay and pension services in respect of civilian staff of the MOD and for other public sector customers. It may also provide services in wider markets in accordance with Treasury policies.

Objectives

2.2 The Agency will achieve its aim by seeking to meet the following primary objectives:

- Deliver responsive, value for money services, to its customers, meeting agreed service levels that are compliant with relevant legislation and recognised standards.
- Enjoy a reputation for excellent customer experience and as an employer of choice.
- Be a centre of excellence with effective controls, cutting edge systems, and resilience against the unexpected.
- To be competitive with other leading public and private sector HR service providers.

2.3 The primary objectives will be achieved through more detailed targets to include the following areas:

- Achievement of SLA targets
- Delivery of new HR services according to agreed launch schedule
- Unit costs
- Responsiveness to enquiries
- Implementation of agreed requirement changes
- Management of customer issues
- Achievement of external measures of success in quality, which may include Chartermark, ISO 9001, BS7799, liP, levels of customer and staff satisfaction
- Use and effectiveness of IS systems
- Benchmarking against public and private sector organisations
- Achievement of retention of repayment business

Services

- 2.4 The Agency will provide a wide range of people, pay and pension services to the MOD and other public sector organisations. The PPPA will provide the following People services:
- Being a Civil Servant – including general guidance on equality & diversity, employee relations
 - Joining the Department and external recruitment
 - Internal recruitment and moving posts internally
 - Learning & Development – including career planning, advice and training administration
 - Performance & Recognition – including bonus schemes and appraisal
 - Pay and Expenses
 - Promotion and Advancement - including assessment centres
 - Working patterns, leave and moving job location
 - Health, wellbeing and sickness – including sick absence, welfare support, and promotion of occupational health
 - Conduct and Behaviour – including harassment and bullying, disciplinary action, standards of conduct
 - Leaving the Department and Pensions – including redundancy and TUPE
 - Information & Data – including personal data, emergency contact data and management information reports
- 2.5 Services will be provided through a number of channels, including on-line, telephone and other means as appropriate. The People Service Centre will provide first line support for all HR issues, with expert business offices for all areas of service.

Principal Customers

- 2.6 The MoD – excluding trading fund organisations – will be the main customer of the Agency. The service to be provided by the Agency for its main MoD customer will be set up in a Service Level Agreement with the Director General Civilian Personnel (DGCP). DGCP will be supported in reviewing the SLA and this Agency's performance against it by a Customer Advisory Board (CAB), with representatives of MoD business units. The CAB will advise the OAB of issues that need consideration by the Owner. TORs and membership of the CAB are defined in the SLA with DGCP.
- 2.7 Other customers – including trading fund organisations – will be free to negotiate separate SLAs, MOAs or contracts covering one or more services. If such agreements would have a significant impact on the services and direction of this Agency, the Owner will be consulted on them before they are signed.

3. Agency Organisation

Management Organisation

- 3.1 The Chief Executive will be supported by a Management Board to support him/her in managing the Agency. This will cover the main areas of the Agency's business and will include a Non-Executive. The overall structure of the Agency at its launch is illustrated at Annex B.
- 3.2 The structure will be decided by the Chief Executive in consultation with the Owner.

Location

- 3.3 The PPPA at launch occupies two principal sites in Bath and one at Cheadle Hulme. The Agency has forward deployed staff on a number of customer sites. The CE has the authority to alter the Agency's structure to maintain optimum efficiency, consistent with the continued provision of agreed services.
- 3.4 The Agency will operate regional offices providing occupational welfare support to customers.

Staff

- 3.5 Well trained, professional and valued staff are fundamental to the delivery of the Agency's objectives. To do this, the PPPA will embrace a culture that values diversity and equality and will provide appropriate and timely training.
- 3.6 The number of staff working in the Agency on 1 April 2006 will be approximately 1200. This total will reduce once the Agency reaches Full Operating Capability in April 2008.

Assets

- 3.7 The Chief Executive will manage the Agency's assets, but ownership will remain vested in the US of S/Minister for Veterans.
- 3.8 Fixed assets will be managed within the Ministry of Defence by Single Balance Sheet Owners (SBSO). For Land and Buildings the SBSO will be Defence Estates; for equipment related Assets under Construction Defence Procurement Agency will be the SBSO and for all other asset categories it will be Defence Logistics Organisation. For Land and Buildings an annual charge will be communicated from Defence Estates for inclusion in the Agency accounts. For all other relevant asset categories, balance sheet balances and the associated operating costs will be provided by the SBSO for inclusion in the Agency accounts.

4. Planning, Tasking and Resourcing

Planning

- 4.1 During each financial year the Chief Executive will prepare and agree with the Owner and the OAB a Corporate Plan to cover at least the following four years. The plan will be reviewed and rolled forward annually and will include:
- A Balanced Scorecard, incorporating the Agency's key objectives and performance indicators
 - The Agency's Strategic Objectives
 - Key Targets
 - Resource requirements
 - Major organisational and structural matters
 - Future business options
- 4.2 The Corporate Plan will be published and be made available to all interested parties including staff, and shall be available in e-format on the Agency's internet site. It will underpin and be consistent with this Agency's Short Term Plan in the Department's financial planning round.
- 4.3 The Chief Executive and the Management Board will also oversee preparation of more detailed Business Plans, expanding on the business objectives, targets and performance measures, and the resources to accomplish them. These will cover at least the first two years of the Corporate Plan.

Risk Management

- 4.4 The Agency will operate risk management processes at all levels from strategic risk through to individual business unit level. Principal risks to PPPA outputs will be maintained on a strategic risk register. The PPPA Management Board will review the top risks affecting the Agency on a monthly basis, and ensure that there is clear ownership of action to mitigate those risks.
- 4.5 The Agency will have clearly defined procedures to review the effectiveness of its systems of internal control. The PPPA Management Board, chaired by the Chief Executive, will have one member from outside the MoD as a Non Executive Director (NED) to provide independent challenge and support and to chair the Agency's Audit Committee.
- 4.6 The full role and composition of the PPPA Management Boards are described at Annex C. Terms of Reference and membership of the PPPA Audit Committee are illustrated at Annex D.

Business Continuity

- 4.7 The Chief Executive is responsible for ensuring the agency has an annually tested Business Continuity Plan to ensure the continued operation of the agency in the event of disaster.

Resources

- 4.8 The Agency will operate a net budget. It will be vote funded and subject to normal Short Term Planning, in year management and vote accounting procedures. The Chief Executive will cost the requirements necessary to discharge the tasks agreed with the Owner. Any agreed changes to service provision and performance levels will take into account commitments already made and will be prioritised by customers. The Chief Executive will be a delegated Budget Holder and will inform the Owner and the PAO of anything that may be inhibiting the effective and efficient performance of the Agency.
- 4.9 The Agency will charge for work undertaken on repayment terms in accordance with the Departmental policy.

Freedoms and Delegations

- 4.10 The Chief Executive will operate in accordance with the freedoms, flexibilities and authorities set out in the Letters of Delegation issued to him by the Personnel Director. The Chief Executive's delegated authority in respect of financial, commercial, personnel, security and other matters will be defined within the Letter of Delegation. The Personnel Director and the Chief Executive will regularly review these delegations with the aim of adjusting them where there is the prospect of enhancing the Agency's performance as and when there is a need for change.

Services Provided by MoD

- 4.11 The Agency may continue to receive a number of centrally supplied services as set out at Annex E. The cost of services provided to the Agency by other organisations within the MoD will be covered by CSAs and identified and included in the full cost accounts. The Chief Executive may use alternative sources of supply where this offers better value for money to both the Agency and its customers, within the constraints of best value for money for Defence and any relevant central policies.

5. Performance Evaluation

Performance Indicators and Key Targets

- 5.1 Progress in achieving Agency objectives will be measured at three levels: strategic, operational and service delivery.

Balanced Scorecard

- 5.2 At the strategic level, progress will be monitored using performance indicators set out in the Balanced Scorecard of the approved Corporate plan. The Balanced Scorecard perspectives are:

- Delivery – “Are we delivering the HR services we should to our customers?”
- How we work – “Are we well managed?”
- Reputation – “Are we highly regarded?”
- The Future – “Are we prepared for wider change?”

Key Targets

- 5.3 The Chief Executive will propose Key Targets, for agreement by the Owner and by Ministers and publication to Parliament, relating to:

- the improved delivery of services;
- the more efficient use of resources;
- the responsiveness to changing customer requirements;
- improvements to management systems and processes;
- measuring and improving customer satisfaction.

- 5.4 The Agency’s performance in meeting its objectives will be judged against the key targets, together with the advice of the Owner’s Advisory Board.

Service Level Agreements

- 5.5 Performance measurement of the Agency in delivering services shall also be measured through performance indicators in Service Level Agreements between the Agency and its customers.

Customer Feedback

- 5.6 The extent to which customer satisfaction is being achieved will be measured through the Balanced Scorecard, Key Targets and SLAs.
- 5.7 Customer satisfaction is a vital component of the Agency's overall performance achievement and will be measured through a programme of regular direct contact, surveys, account manager feedback and monitoring of SLAs. It will be monitored by the Customer Advisory Board.

6. Reports, Accounts and Audit

Reports and Accounts

- 6.1 The Chief Executive will publish an annual report and full-cost accruals based accounts, prepared in accordance with the accounting policy and guidance set out by HM Treasury. The Chief Executive will sign the Accounts and arrange for them to be placed, together with the Annual Report, before both Houses of Parliament in accordance with MoD and Treasury Accounting standards and timeframes.

Internal Audit

- 6.2 The Chief Executive is responsible for arranging, as necessary, internal audit in the manner that represents best value for money and in accordance with the standards laid down in the Government Internal Audit Manual. The Agency also remains subject to MoD internal audit by Defence Internal Audit (DIA) staff, acting on behalf of the PAO. The Chief Executive will be consulted in determining the programme of work and is responsible for implementing agreed audit recommendations.

External Audit

- 6.3 In addition to internal audit the Agency will be subject to external audit by the Comptroller and Auditor General and his staff in the National Audit Office (NAO). Formal NAO certification of the Agency's accounts will be required in accordance with the accounting guidance issued by the Treasury.

7. Personnel

Status and Conditions of Employment

- 7.1 The permanent staff of the Agency are MOD civil servants subject to Civil Service terms and conditions of employment. Additional support may be engaged where appropriate from the private sector, under casual or temporary arrangements, on contract or consultancy terms. Such arrangements shall be consistent with prevailing Departmental guidelines.

Personnel Management

- 7.2 The Chief Executive is responsible for ensuring that effective personnel management arrangements are in place and will promote good management practice in respect of all Agency staff. The Chief Executive's delegated authority with respect to personnel management is set out in the Letter of Delegation issued to him by the Owner

Pay

- 7.3 The Chief Executive will operate a pay and grading structure that meets the needs of the business. In line with and subject to the conditions at the first paragraph of this section, the Chief Executive is free to propose pay and staffing schemes to improve the efficiency and effectiveness of the Agency, subject to consultation with the staff and their representatives including trade unions.

Training

- 7.4 The Chief Executive is responsible for meeting the job related and career development training needs of all Agency staff. In doing this he will take guidance from appropriate MoD Authorities. The Agency is committed to achieving Investors in People (IIP) accreditation covering all elements of the Agency.

Industrial Relations

- 7.5 The Chief Executive is responsible for promoting good staff relations within the Agency and will consult recognised trade unions and staff on all appropriate matters. The principal vehicle for this will be the PPPA Whitley Committees.

Equality & Diversity

- 7.6 The Chief Executive will promote Equality and Diversity best practice throughout the Agency in accordance with MoD Policy and current legislation, and will provide a working environment free from discrimination and harassment in relation to the management of Agency personnel and the delivery of services, whether these are carried out by the Agency or its subcontractors. The Chief Executive will take due account of MOD Equality Schemes and provide input to the annual reports required by the Schemes in line with the requirements of MOD Headquarters.

Health, Safety, and Environment

- 7.7 The Chief Executive will ensure that all systems and procedures operated by the Agency comply with Health, Safety, and environmental regulations.

Discipline and Efficiency

- 7.8 The Chief Executive is responsible for ensuring that disciplinary and inefficiency cases are handled in accordance with MoD policy.

8. Review of the Framework Document

- 8.1 The Owner will, on behalf of the USofS, conduct a business process review of the Agency's performance as required; for example, if major changes to the Agency's business aim and objectives are proposed or there are other business drivers that would suggest a business review is necessary. The Framework Document and its operation will be reviewed by the Department, in consultation with the Agency, normally at intervals of three years.
- 8.2 The Owner, or the Chief Executive, may propose amendments to this Framework Document at any time in the light of experience or to take account of changed circumstances.
- 8.3 Revised versions of the Framework Document will be passed from the Owner to the USofS/Minister for Veterans prior to final publication. Major revisions to the Framework document will be approved by the Minister prior to publication. Following publication, copies will be placed in the libraries of the House of Lords and the House of Commons. Additional copies can be obtained from People Pay & Pensions Agency, Block J, Foxhill, Bath, BA1 5AB, MoD Intranet and Internet sites.

Annexes

- A – OAB membership & TORs
- B – Organisation Structure
- C – Management Boards
- D – Audit Committee membership & TORs
- E – Centrally provided services

ANNEX A – OWNER’S ADVISORY BOARD MEMBERSHIP & TORs

Chairman: Personnel Director (in his role as Owner of the Agency)

Members: Director General Civilian Personnel (DGCP)
Director General Service Personnel Policy (DG SP Pol)
Civilian Personnel customer representative
Military Personnel customer representative
External Independent Non Executive

In Attendance: CE/PPPA
Deputy Chief Executive
PPPA Director Corporate Development
PPPA Director Customer Service
PPPA Director Service Integration
PPPA Director System Exploitation
Chair PPPA Audit Committee (Non-Executive Director)

Secretary: DGCP Owner’s secretariat

Frequency of Meetings

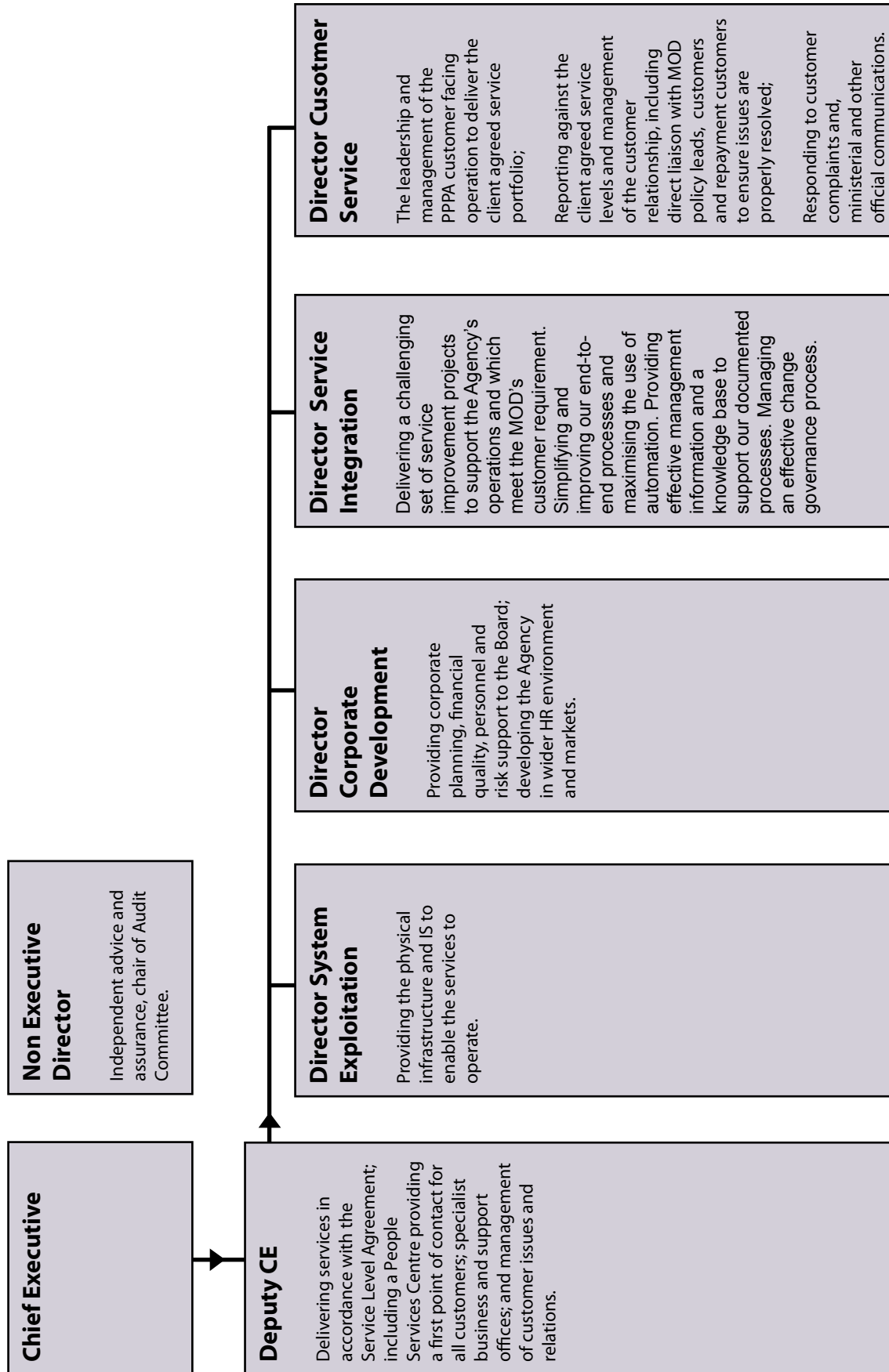
Meetings shall be held at least twice a year.

Purpose

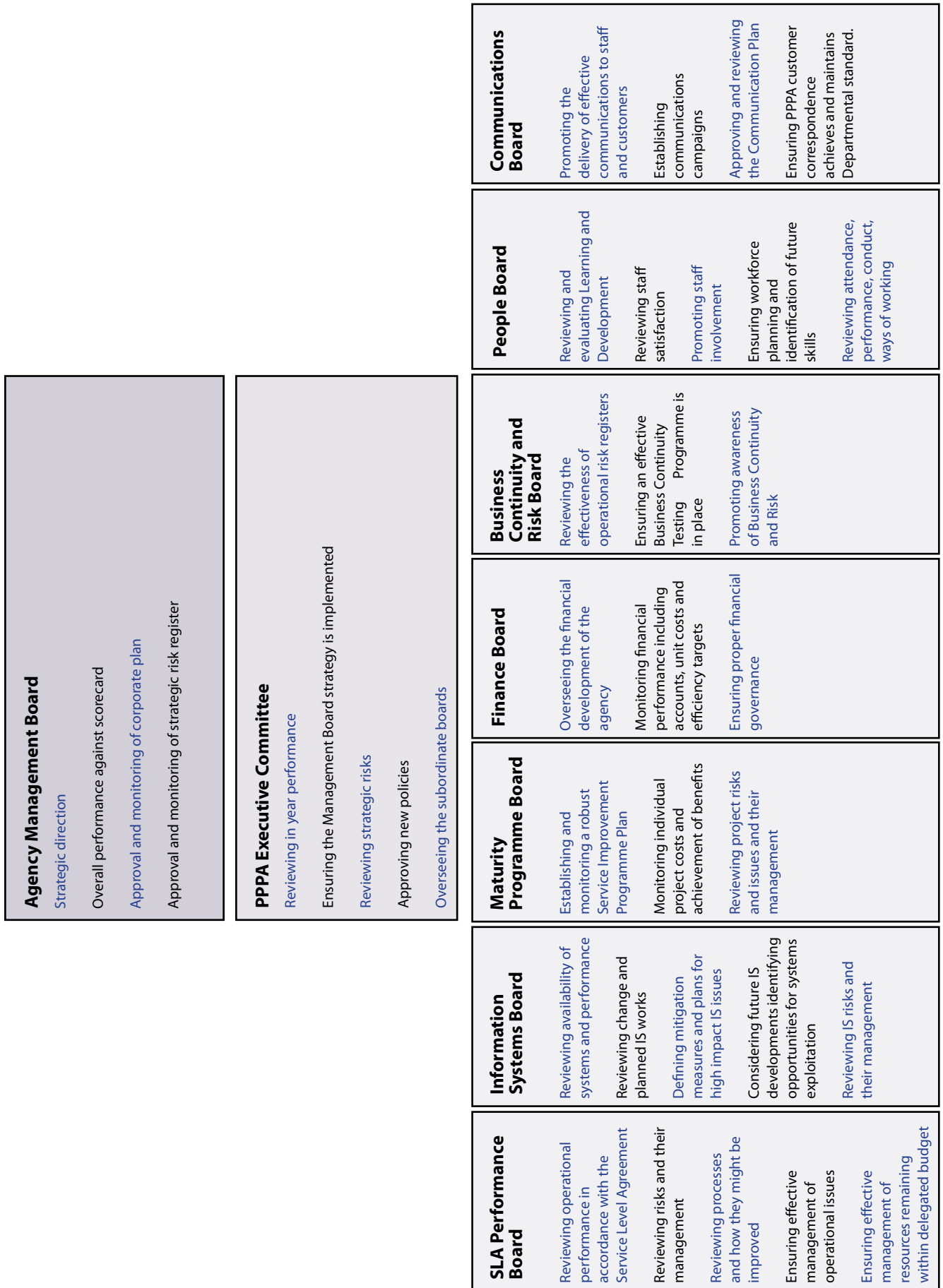
The OAB will advise the owner on the Agency’s strategic direction and review issues and risks at a strategic level. In particular it will:

- Advise on the Agency’s Corporate Plan and Key Target Rationale;
- Monitor and review performance against key targets;
- Monitor and review Efficiency;
- Advise on the Agency’s approach to the Whitehall shared services agenda;
- Offer direction with regard to possible future convergence with JPA.

ANNEX B – PPPA ORGANISATION & STRUCTURE



ANNEX C - PPPA MANAGEMENT BOARD STRUCTURE



ANNEX D – PPPA AUDIT COMMITTEE MEMBERSHIP & TORs

Chairman:	Agency Non-Executive Director
Members:	Director Business Development AD Compliance Corporate Finance Manager
In Attendance:	Director Business Operations AD Business Operations NAO by open invitation DIA by open invitation
Secretary:	PPPA Corporate Business Manager

Frequency of Meetings

Meetings shall be at least quarterly to coincide, as far as possible, with key financial and audit activity.

Purpose

- Assure the Management Board that the processes for identifying all material risks to the Agency arising from any source are robust and up-to-date;
- Assure the management board that appropriate action is being taken to manage all material risks facing the Agency;
- Advise the Management Board on the ability of the Agency's processes to achieve the required outputs in a consistent, accurate and timely manner;
- Agree annually, a programme of external and internal audit and assurance activities. Ensure these activities are carried out;
- Advise the Agency Chief Executive on the Agency's ability to meet the requirements of the Statement of Internal Control and provide a level of confidence that enables him to sign the statement;
- Receive the annual audit report from the external auditors and confirm to the Agency Chief Executive that the annual accounts have been drawn up correctly;
- Review the external auditor's Management Letter to ensure that there have been satisfactory responses and follow-up actions to agreed recommendations;
- Review management action to address significant difficulties that may arise from time to time, including disputes and customer complaints;
- Should the AC believe that independent professional advice is required, the Chair will, in the first instance, approach the Chair of the Central TLB Audit Committee.

ANNEX E – SERVICES PROVIDED TO PPPA BY THE MOD

The Chief Executive has the freedom to procure services in the most cost-effective manner. Listed below are those that will be provided to the Agency on a non-chargeable basis, but will be reflected in the Agency's full cost accounts. Where appropriate, these services will be defined by Customer Service Agreements between the provider of the services and the Agency. The list is not exhaustive, but includes:

- Payment of salaries, travel and subsistence, and other allowances.
- Personnel management functions not specifically delegated.
- Contractual functions not specifically delegated.
- All personnel and communication security.
- Internal Audit.
- Military and civilian training.
- Payment of contract and miscellaneous bills not specifically delegated.
- Fire Service.
- Medical services.
- Free Legal Advice provided by Legal Advisor or LA Commercial, but fees charged by external legal advisers will be chargeable to PPPA.
- Civilian occupational welfare services.
- Official transport.

The Chief Executive is free to go elsewhere to obtain goods and services if better value for money can be secured, while continuing to meet departmental standards. The exception to this is where the Chief Executive is limited by the delegations approved for the Agency or where the proposed course of action does not represent value for money for the Defence budget overall.

