

REPORT TO: POLICY AND RESOURCES COMMITTEE (23 August 2010)
REPORT ON: PROCUREMENT PROGRAMME ANNUAL REPORT 2009/10
REPORT BY: DIRECTOR OF FINANCE
REPORT NO: 550-2010

1.0 PURPOSE OF REPORT

This report summarises the Procurement Programme activities for the 2009/10 financial year and updates on actual performance against the objectives included in the approved Procurement Strategy 2008 -2011. It identifies full achievement against 4 of the 5 programme objectives the Shared Service Procurement team set for themselves, with continuing evidence of achievement against the ongoing objective of continuous improvement. It also identifies achievement of procurement efficiency opportunities for 2009/10 of £633 910.

2.0 RECOMMENDATION

It is recommended that the Council notes the content of this report, which is submitted in accordance with the approved procurement objectives as contained within the Tayside Procurement Strategy 2008 -2011.

3.0 FINANCIAL IMPLICATIONS

There are no direct financial implications arising from this report. The procurement efficiency savings identified were addressed to some extent in corporate budget savings for 2009/10 but the majority were made available to departments for use in delivering services and/or achieving departmental budget efficiency targets.

The anticipated savings opportunity figures identified (£633,910) are estimated figures based on previous spend levels by Council departments for the commodities concerned and take into account the average savings which the new contracts are expected to bring. This approach to procurement savings calculations is in line with best practice and is consistent with that used by Scotland Excel. The actual level of saving achieved by Council departments may be higher or lower than the amount projected depending on the type of products being bought and departments purchasing from these contracts rather than from other suppliers. In addition because the projected savings are based on national average pricing pre and post the introduction of collaborative contracts our local experience may be for savings of a greater or lesser amount than the average estimate indicates is achievable a cautious approach to estimating procurement savings for budget setting purposes continues to be adopted.

4.0 MAIN TEXT

4.1 BACKGROUND

The McClelland Review of Public Sector Procurement published in March 2006 was widely welcomed by Ministers and the large number of stakeholders across both the Scottish public and private sectors. Two of the

key findings of the McClelland report were that there was a requirement for significant improvement in procurement practice and that efficiency could be delivered through collaboration across the public sector.

The report highlighted key areas for improvement in procurement practice and in particular raised issues relating to governance, the need to develop a skilled resource and the requirement to adopt best practice in procurement.

In August 2008, the 3 Tayside Local Authorities created a shared procurement service to deliver a procurement reform programme across the Councils and Tayside Contracts. The Councils call this shared service initiative the Tayside Procurement Consortium (TPC).

4.2 THE TAYSIDE PROCUREMENT STRATEGY 2008 - 2011

The Councils have embarked upon a Procurement Programme which, when fully realised, will deliver efficiency through improved procurement practice across the three Councils.

In summary, the Tayside Procurement Strategy 2008 – 2011 set out five programme objectives:

- Implement an overall procurement strategy.
- Deliver a collaborative procurement approach.
- Develop the knowledge and skills of those involved in Procurement.
- Work towards being seen as an exemplar of best Procurement practice by all stakeholders, such as: improving procurement activity within services through the introduction of procurement toolkits and standardisation of approach to tendering, developing effective local supplier engagement.
- Commit to continuous improvement and efficiency savings through the roll out of e-Procurement which contributes to process improvement.

4.3 PROGRESS AGAINST PROGRAMME OBJECTIVES

1. Implementation of an overall procurement strategy **Achieved**

A common procurement strategy and associated governance framework has been implemented following full approval by respective Committees in Angus, Dundee City and Perth & Kinross Councils and Tayside Contracts.

2. Deliver a collaborative procurement approach **Achieved**

Highlights:-

- Creation of a Shared Procurement Service
- Membership of Scotland Excel
- Identification of Key Council Users and contacts
- Full Contract audit
- Performance Monitoring

A shared procurement service has been established with officers located at a central office in Tayside House (Dundee), in each authority and in Tayside Contracts. Key personnel have been identified and implementation groups have been established to deliver the prioritised work programme within their respective areas.

Scotland Excel – all Tayside councils are now members and are fully engaged in collaborative activity.

A high level contract audit was carried out in the initial phase of the programme and a contract database has been created and is updated on an ongoing basis and made available on the council intranets.

The Scottish Government have initiated a formal assessment to measuring procurement capability. The Council was first assessed in October 2009 and it should be noted that a number of improvements have been applied since this initial assessment. This assessment will be carried out annually and the results used to help monitor overall performance. Further information is provided in **Appendix A**.

3. Develop the knowledge and skills of those involved in Procurement **Achieved**

Highlights:-

- Development of Procurement Procedures documents
- Provision of Training on tendering and on tactical purchasing
- Increasing the number of staff with professional purchasing qualifications – Member of the Chartered Institute of Purchase and Supply (MCIPS)
- Effective communication and engagement with Services.

Procurement User guides, helpful document templates, and relevant Procurement support information have been developed and are now published and available to all staff. This assists in ensuring a standard best practise approach to its procurement activity.

Training sessions have been held throughout the year to develop the skills and knowledge of those involved in procurement across the Councils and Tayside Contracts. In this financial year, in excess of 1000 days of formal procurement training have been delivered to Tayside officers (both service-based and central procurement unit staff). The following is indicative of the type of training arranged and delivered:-

- e-Procurement training
- Strategic Procurement
- Understanding EU Regulations
- Mini Tendering & Use of Frameworks
- Higher National Certificate
- CIPS post graduate diploma

Twelve officers from across the Councils and Tayside Contracts are studying towards attaining their professional procurement qualification MCIPS.

Regular meetings have been held with a variety of stakeholders. Presentations have been made to committees, management teams, and key users within each area.

Supplier engagement events have been held in close liaison with City Development and with partners such as the Dundee and Angus Chamber of Commerce, Supplier Development Programme, Scottish Government and Scotland Excel.

4. Work towards being seen as an exemplar of best procurement practice **Achieved**

Highlights:-

- Procurement pages on Council Websites
- Procurement guidance pages on Council Intranets
- Improved local supplier engagement

The Councils have a Procurement area on the respective council websites. A range of information about our procurement activity is provided along with a link to contact opportunities.

In line with recommended practice the Tayside Councils are participating in the Public Contracts Scotland Initiative which has introduced a single advertising location where public sector contract opportunities are published. This development assists the business sector in identifying public sector opportunities.

The Procurement team have created a range of documents containing guidance and supporting information to enable staff to deliver improved procurement. A number of Services have taken the information provided by the team and used it as the basis for their own particular requirements.

The Councils are members of the national Supplier Development Programme and have all signed the Scottish Government Suppliers Charter. A number of successful supplier engagement events have been held across the authorities. The Procurement team are building relationships within Chambers of Commerce, Voluntary sectors and other stakeholder bodies.

The Procurement team were honoured for outstanding achievement at the second Excellence in Public Procurement Awards Scotland. The Team was presented as Highly Commended in the John F McClelland Collaborative Procurement category. The winner in the category was Procurement Scotland.

5. Commitment to continuous improvement. **Partially Achieved**

Highlights:-

- Compliance
- Awareness
- Ownership
- Delivery of an e-Procurement system
- Delivery of improved contract terms and efficiency opportunities

Through the introduction of professional procurement officers across the authorities, and through their involvement in tender activity, the level of compliance, awareness and general standard of procurement activity has improved over the reporting period.

The procurement efficiency reform programme for Dundee City Council (Report No 230/2008 was approved by the Policy & Resource Committee at its meeting on 28th April 2008)

The procurement efficiencies delivered for Dundee City Council in 2009/10 through collaborative contracts is reported as £633 910,

The total procurement efficiency figure detailing the cumulative efficiency figure from all procurement activity for 2009/10 (including the e-Procurement efficiencies referred to at Appendix B) will be reported in the council's annual efficiency statement.

Appendix B details the progress made towards implementing an electronic purchasing system across the Council.

Appendix C highlights the collaborative contracts let during the reporting period and the estimated savings that the Council accrued from them.

4.4 TEAM SUCCESS

The shared service procurement initiative was recognised in June 2010 at the UK Excellence in Public procurement awards. The team was presented with a coveted Winner's Award in the Collaborative Procurement Initiative (Public Sector Consortia) category as recognition for the establishment of a shared service organisation that is delivering a procurement reform programme across the local authorities in Tayside. In a well contested, category with four very different finalists, each with their own unique challenges to overcome, it was noted that;

“ the winner is an organisation which was well on its way to establishing principles of collaborative best-practice before collaboration became a hot topic. Following the publication of McClellands Review of Public Procurement in Scotland , the organisation re-focused some of its objectives to fully align with the Review's recommendations, and the results achieved have been impressive. The judges remarked that this was a good example of an organisation sharing its experience to benefit others, and that it showed the potential that a shared service model can realise.

This is no insignificant achievement given the other nominees in the section - Procurement Scotland, NHS etc.

5.0 POLICY IMPLICATIONS

This report has been screened for any policy implications in respect of Sustainability, Strategic Environmental Assessment, Anti-Poverty and Equality Impact Assessment.

There are no major issues.

6.0 CONSULTATION

The Chief Executive, Depute Chief Executive (Support Services) and the Head of Procurement have been consulted on the terms of this report.

7.0 BACKGROUND PAPERS

None

8.0 CONCLUSION

The Procurement Programme continues to be successful. In its second full year the programme is contributing to the overall efficiency savings targets set for the Councils by the Scottish Government. The implementation of the next steps of the Procurement Implementation Programme work streams and completion of the roll out of the e-Procurement projects will further contribute to the efficiency agenda. It remains the case, however, that delivery of these ongoing improvements and savings requires continued resource and effort to achieve it.

Appendix A – Procurement Capability Assessment Performance

Procurement Capability Assessment Results and Plans for Improvement Report to Chief Executives – March 2010 – Report by Scotland Excel

1. Purpose

This paper provides a brief overview of the Procurement Capability Assessment (PCA) results for local government and an overview of the improvement programme based on those results that was agreed by council procurement leaders in December.

2. Background

The PCA is a maturity model that assesses procurement performance against a scale, ranging from 0 for non-conformance to 3 for superior performance. The upper reaches of the scale indicate leading practice in the public and private sectors and requires considerable commitment and work to achieve. All of the Scottish public sector has undertaken the assessment which will now run on an annual basis. Appendix A shows the results for local government and the national average across the Scottish public sector. The highlights of the results are discussed below. Procurement leads from across Scotland met on the 16th December to review the results and decide on priorities for improvement. The group agreed on a programme of 6 improvement workstreams as outlined on the next page.

3. PCA Results

The average PCA result for local authorities was 22%, at the top of the 'non-conformance' band of the chart. This is not surprising given it is the first time the sector has undertaken the PCA (NHS has been doing it for three years and has moved from non-conformance to the top of conformance). While there are widely varying circumstances in each organisation some clear conclusions can, and should, be drawn from the modest results. The key points were:

1. There are many examples of good individual practices by individual councils, and there is a strong core of procurement professionals within the procurement team in most councils.
2. Low overall scores were often a reflection of the lack of 'reach' of the core team across other service areas of the organisation (the assessment is of the organisation, not the procurement team).
3. Several of the key McClelland recommendations remain unaddressed in a significant number of local authorities, namely:
 - a. The appointment of a Head of Procurement role reporting directly (or one level down) to the senior management team. This role could be shared between authorities (or with other sectors) if the organisation cannot justify a dedicated role;
 - b. Clear accountability for all procurement activity within the organisation to the Head of Procurement ('reach' and visibility), including social work and construction;
 - c. Ensuring adequate capacity using the McClelland ratio of £15million per procurement professional as a guide (this may be consolidation rather than new staff);
 - d. Lack of e-procurement and other information systems that automate, standardise and allow accurate and timely reporting on procurement performance.
4. Those who invested as a result of McClelland achieved higher scores on average and are now ready to take the next steps on tackling supplier and contract management, Corporate Social Responsibility (CSR), further consolidation of the reach of the procurement function and more strategic engagement of service teams in business planning .
5. There are a variety of other issues that need to be addressed on a council by council basis, and these will be addressed through the improvement programme or local initiatives.

4. The Improvement Programme

The 6 priorities for improvement agreed by the procurement leaders in December are:

1. **Stakeholder Management:** working to ensure that senior stakeholders create the necessary conditions for the delivery of strategic procurement
2. **Benefits Tracking:** ensuring that each organisation and local government as a whole have the necessary information and governance in place to identify, track and realise cash and other benefits flowing from good procurement practice and strategy
3. **Sustainability:** supporting, and joining up, local government efforts to achieve level 3 of the Sustainable Procurement Action Plan by December 2010
4. **Alternative Delivery Mechanisms:** joint development of a process for ensuring that the outsourcing (or alternative market vehicles for service delivery) process in a council adequately reflects the need for governance of procurement within the outsourced service and that procurement professionals contribute to the outsourcing process
5. **Conformance:** this cross-cutting workstream will support the effort to ensure all councils achieve 'conformance' on the PCA as soon as possible
6. **Supplier and Contract Management:** joint development of an approach and tools to assist councils in getting greater value out of their contracts and their supplier relationships

All workstreams will build on, and work with, any existing activities by Scottish Government or others that are already underway in these areas. Scotland Excel is managing the programme of work, but each workstream is being led by a council procurement leader. The outputs of the workstreams will be tested and signed off by a variety of councils to ensure they are fit for purpose for all organisations.

5. What Can Dundee City Council Do?

Each procurement leader will either have created a plan based on their PCA results, or will have incorporated the results into existing departmental or corporate plans for improvement and change. They may already have started to introduce changes as a result of their PCA, but the effort will be ongoing and the outputs of the workstreams will be available from May onward. They will need support for the introduction of change in the organisation as set out below:

1. Improving the role, position and reach of procurement within the organisation
2. Ensuring the participation of procurement in strategic planning and decisions across all services
3. Ensuring procurement governance and good practice is understood and adopted across the organisation
4. Ensuring there is robust governance supporting the management of procurement benefits

Finally, procurement leaders and their teams will need to be challenged to ensure their readiness for the changes outlined above.

6. Next Steps

A follow-up report will be prepared in August 2010 to review progress on the Improvement Programme and to prepare for the next round of assessments. Between now and then the Scotland Excel CEO Management Group who are serving as the board for the Improvement Programme will provide further information on progress and suggestions as to the support required for the programme in each organisation from the senior management team.

PCA Scoring Summary – 2009/10

SECTION	Scottish Public Sector Average	Scottish Local Authorities - Average	TPC Average Scores	Dundee City Council Scores
1 - Procurement Leadership & Governance	43%	25.9%	30%	30%
2 – Procurement Strategy & Objectives	44%	32.9%	38%	38%
3 – Specification of Goods & Services	30%	13.0%	7%	7%
4 – Sourcing Strategies and Collaboration	35%	25.5%	31%	31%
5 – Contract & Supplier Management	29%	13.6%	14%	14%
6 – Key Purchasing Processes & Systems	39%	25.2%	21%	21%
7 – People	45%	25.2%	23%	23%
8 – Performance Measurement	39%	22.1%	17%	17%
Overall Procurement Status for the Organisation	37%	22.6%	23%	23%

Banding: 0 – 24% = Non-Conformance
 25-49% = Conformance
 50 – 74% = Improved Performance
 75-100% = Superior Performance

The score of 23% for Dundee City Council which is above the Scottish Local Authority averages means that at present the Council is just within the non-conformance band. Non-conformance does not mean the Council is doing many things seriously wrong. It simply means we have more work to do to bring all aspects of our procurement practice up to the demanding standards set down in the McClelland Report. It also has to be considered in the light of Dundee City Council being a relatively immature procurement organisation in strategic terms. For example, the council had no recognised procurement function before the appointment of the head of procurement in September 2007 and the shared service procurement arrangements only became operational following tri-council agreement in June 2008. The progress since then has in fact been both notable and marked as set out elsewhere in this report. It may be borne in mind that our shared procurement initiative was honoured for outstanding achievement at the second *Excellence in Public Procurement Awards Scotland* event. Our team was presented as Highly Commended in the John F McClelland Collaborative Procurement category at the event held in Glasgow on 28 October 2009. The winner in the category was Procurement Scotland.

Appendix B – e-Procurement Roll-Out Progress Summary 2009/10

Progress made in the 12 month period to 31 March 2010

There are currently 1,017 Users, in 260 different council locations

6,069 orders for £13.718m have been placed in the year to 31 March 2010.
70% of all orders are issued by e-mail or fax

Planned Roll Out

Authority Purchasing is currently used in every Department within the council except the Social Work Department. A review of procurement procedures within this Department is currently in progress.

The roll out of the system is nearly complete in Leisure & Communities, Education, and Housing. The completion of the roll out across all other major departments is currently being delivered. The success of roll out will be assessed by monitoring the proportion of manual payments to committed purchase orders as indicated in appendix 2. A Phased schedule of dates for withdrawal of manual order pads to be agreed

An ongoing Training and Refresher Programme has commenced and is available to support the roll out of the system throughout the council.

Developments

Interface from GVA Property Maintenance system to Authority Purchasing installed on test system and still currently being tested.

Upgrade to Version 11 of the Software is currently being planned

Punch Out with Lyreco, the Council's stationery supplier, is available and is currently being tested. E-Invoicing is also being discussed with Lyreco.

A pilot for the use of Procurement Cards has been agreed with the Social Work Department. A roll out plan will be approved by the next Strategy Group.

Mark Mitchell has joined the national enhancement user group for CIVICA's Systems to promote Dundee's requirements for future developments of the system.

Supplier Development

There are 3,671 current Purchasing Suppliers on the system. Supplier adoption continues to develop in-line with the Contract Delivery Schedule and for suppliers with the highest volume of invoices paid by the Council.

Dundee City Council Summary of P2P Savings using Authority Purchasing

PO Analysis

Savings Analysis

Financial Year		PO Analysis			Savings Analysis			
		Projected Number of POs	Actual Number of POs	% of Projected POs	£ **Saving Per Transaction	£ Projected Saving	£ Actual Saving	% of Projected Saving
2008/9	Current Month (Feb 2009)	2000	1,957	98%	1526	16,858		
	YTD	22,400	23,080	103%				
	Full Year	22,400	23,080	103%				
2009/10	Current Month (Feb 2010)	2,700	2,416	89%	£4.30	11,610	10,389	89%
	YTD	27,600	26,069	94%	£4.30	118,680	112,097	94%
	Full Year	27,600	26,000	94%	£4.30	118,680	111,800	94%
2010/11	Full Year	40,000	-	-	£4.30	172,000	-	-
No of Users		1,017	(260 locations)					
No of Purchasing Suppliers		3,671						

NB-
Projected Purchase Orders are based on the actual number of POs generated by departments during full year 2008/9.

**** Saving per transaction is based on baseline measurements taken for 2008/09. This exercise to be repeated during current roll out of the system. It is expected this will result in changes to the Saving Per Transaction figure currently stated.**

PAYMENTS MATCHED TO PURCHASE ORDERS

- The eProcurement system is currently used within all departments of the council. The system, however, is not used for all relevant purchases of goods and services in all cases.

Department	Payments	Matched Orders	%age
Chief Executive	945	259	27%
City Development	2,034	338	17%
Education	5,392	1,802	33%
Finance	751	122	16%
Housing	2,897	1,146	40%
Dundee Contracts Services	14	5	36%
Insurance	148	16	11%
Social Work	7,733	177	2%
EHTS	221	92	42%
Scientific Services	227	147	65%
Support Services	679	153	23%
Waste Management	406	32	8%
Total	21,447	4,289	20%

The analysis indicates the extent to which payments made to suppliers are matched with orders on the eProcurement system. The analysis covers the period January to Mid March 2010. A payment that is not matched requires the original order to be cancelled by the department. If matching does not occur it may be because of one of the following:-

- Purchase Order not created
- Purchase Order is not receipted
- Invoice is paid without matching to the original order.

The payments identified in the analysis only include invoices processed manually directly on Authority Financials and excludes invoices interfaced from other system used to process payments e.g. Dundee Contract Services, Waste Management, etc. The analysis includes payments to some suppliers, where it is likely that no order for supplies is likely to ever exist e.g. utilities, which have not yet been excluded. The number of cases in this instance is assumed to be insignificant due to consolidated invoicing for the majority of these supplies.

Appendix C – Collaborative Contracts and Dundee Council opportunities 2009/10

	Existing Contract or Start Date (if new)	Projected Spend (Note 1)	Expected % Efficiency Opportunity (Note 2)	Annual Saving Opp.	Pro Rata % (Note 3)	Net Anticipated Savings Opportunity (Note 4)
Commodities						
Advertising	Jun-09	160	3%	4.8	50%	2.4
Butcher Meat	Oct-09	78	10%	7.8	50%	3.9
Catering Disposables	existing	4	5%	0.2	100%	0.2
Catering Sundries	existing	3	5%	0.1	100%	0.1
Frozen Food	Jun-09	10	10%	1	100%	1
Water Coolers	existing	55	2%	1.1	100%	1.1
Groceries & Supplies	existing	112	10%	11.2	100%	11.2
Milk	Jul-09	65	5%	3.2	0%	
Commercial Catering Equipment	Sep-09	53	5%	2.6	50%	1.3
Signage	Dec-09	90	2%	1.8	25%	0.4
Cleaning Hygiene & Paper Products	Jul-09	220	10%	22	50%	11
Hygiene Units	Apr-09	70	5%	3.5	100%	3.5
Classroom Materials	existing	58	3%	1.7	100%	1.7
Early Learning Materials	Apr-09	57	5%	2.8	100%	2.8
Education Seating	existing	25	3%	0.7	100%	0.7
Education Software	Oct-09	13	5%	0.6	50%	0.3
Exercise Books	Apr-09	150	20%	30	100%	30
Library & Text Books	Jun-09	800	3%	24	75%	18
Musical Instruments	Apr-09	82	10%	8.2	100%	8.2
Specialist Audio Equipment (Schools)	Apr-09	9	5%	0.4	100%	0.4
Wheeled Bins	Nov-09	300	5%	15	40%	6
Fitness Equipment	Oct-09	25	5%	1.2	50%	0.6
First Aid Materials	Jul-09	20	5%	1	50%	0.5
Heavy Vehicles	Jul-09	2500	5%	125	25%	31.2
Light Vehicles	May-09	1100	5%	55	25%	13.7
Plant & machinery Hire		250	5%	12.5	50%	6.2
Vehicle Hire		200	5%	10	50%	5
Tyres	Sep-09	110	5%	5.5	50%	2.6
Spare Parts	Sep 09	290	5%	14.5	50%	7.2
Industrial Gases	Aug-09	12	50%	6	100%	6
Audio Visual	Jan-10	191	5%	9.5	15%	1.4
Disposal I T Hardware	Apr-09					
Library Books	Apr-09	300	3%	9	100%	9
Franking Machines	Oct-09	90	5%	4.5	50%	2.6
Office Furniture	Apr-09	500	5%	25	50%	12.5
Office Supplies	existing	875	20	175	100%	175
Photocopiers	existing	160	10%	16	100%	16
I T Consultancy	May-09					
Interim Mgt & Agency Staff	Apr-09	800	10%	80	10%	8

PPE	Apr-09	275	20%	55	100%	55
Print	Jun-09	100	5%	5	100%	5
Secure Cash Uplift	Jul-09	50	35%	17.5	100%	17.5
Aids for Daily Living	Nov-09	350	5%	17.5	40%	7
Building Materials	existing	800	5%	40	100%	40
Electrical Materials	existing	900	5%	45	100%	45
Plumbing Materials	existing	650	5%	32.5	100%	32.5
Timber	existing	450	5%	22.5	100%	22.5
Ironmongery	Mar-10	5	5%	0.2	5%	0.01
Trades Tools/Sundries	Oct-09	110	5%	5.5	50%	2.7
White Goods	Apr-09	100	5%	5	100%	5
TOTAL						£ 633,910

Notes

1. The projected spend is based on historical average annual spend data.
2. The expected efficiency opportunity is based on benchmarking work on current pre- and post- contract pricing undertaken by the contract "owner", e.g. Scotland Excel or Procurement Scotland but refined to reflect pre-contract prices paid by our councils, wherever possible.
3. The "Pro Rata %" is a reduction to reflect if the contract is only in place for part of the year. It may also reflect where only part of the projected spend is within the scope of the collaborative contract
4. The anticipated savings opportunity figures shown in total and for individual commodities are estimated figures based on previous spend levels by Council departments and taking into account the average savings which the new contracts are expected to bring. This approach to procurement savings calculations is in line with best practice and is consistent with that used by Scotland Excel. The actual level of saving achieved by Council departments may be higher or lower than the amount projected depending on the type of products being bought and departments purchasing from these contracts rather than from other suppliers. In addition because the projected savings are based on national average pricing pre and post the introduction of collaborative contracts our local experience may be for savings of a greater or lesser amount than the

Contact Officer: Allan Harrow
Address : Head of Procurement
Podium Block
Tayside House,
Dundee

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