

Tewkesbury Borough Council

Procurement Strategy 2025-2029

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Executive Summary

The Tewkesbury Borough Council Procurement Strategy 2025–2029 sets out a clear and ambitious framework for delivering value-driven, socially responsible, and environmentally sustainable procurement over the next four years. It aligns with national legislation, including the **Procurement Act 2023**, and reflects the Council's commitment to its strategic priorities: **Caring for People**, **Caring for the Environment**, and **Caring for Place**.

Strategic Context

Procurement is recognised as a key lever for delivering both economic and social value. The strategy responds to national reforms, local government challenges, and opportunities to modernise procurement practices. It embeds climate and nature-positive principles, ensuring that procurement contributes to emissions reduction and biodiversity enhancement.

Procurement Aims

The strategy is structured around four core aims:

1. Value for Money – Procuring goods, works, and services that meet community needs and deliver optimal value.
2. Social Value – Embedding social, environmental, and economic benefits into procurement, with a minimum 10% weighting for contracts over £30,000.
3. Consistency and Capacity – Ensuring a standardised approach to procurement and contract management, supported by training and governance.
4. Supplier Relationships – Building strong, transparent, and collaborative relationships with suppliers to drive continuous improvement.

Key Features

- Adoption of the National Themes, Outcomes and Measures (TOMs) Framework to measure and report on social value.
- Support for SMEs and VCSEs, including lotting strategies and pre-market engagement.
- Integration of sustainability, equality, and ethical sourcing into procurement processes.
- Use of the Intend portal, Contracts Register, and Forward Procurement Plan to improve transparency and planning.
- Annual training, procurement forums, and capacity-building initiatives for officers.

Governance and Monitoring

The strategy outlines clear roles for Members, Leadership Team, Heads of Service, and Procurement Officers. It includes a Strategic Roadmap, Annual Procurement Action Plan, and Performance Indicators to monitor progress and ensure accountability. A maturity assessment using the National Procurement Strategy toolkit informs ongoing improvement actions.

Conclusion

This strategy positions Tewkesbury Borough Council to deliver high-impact procurement that supports community wellbeing, environmental sustainability, and economic resilience. It reflects a modern, collaborative, and outcomes-focused approach to public sector procurement.

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Glossary of Terms

Term / Acronym	Definition
Procurement	The process of acquiring goods, works, and services, covering the full cycle from identifying needs to contract completion.
VFM (Value for Money)	Achieving the best balance between cost, quality, and outcomes in procurement.
Social Value	Additional benefits to the community from procurement beyond the direct delivery of goods/services, including economic, social, and environmental outcomes.
SMEs	Small and Medium Enterprises – businesses with limited staff and turnover, often supported in public procurement.
VCSEs	Voluntary, Community and Social Enterprises – organisations that operate for social benefit and are encouraged to participate in procurement.
NPPS (National Procurement Policy Statement)	UK Government guidance outlining strategic priorities for public procurement.
NPS (National Procurement Strategy)	A framework for improving procurement practices in local government.
TOMs (Themes, Outcomes and Measures)	A national framework for measuring and reporting social value in procurement.
Contract Procedure Rules	Internal council rules governing how procurement must be conducted to ensure compliance and transparency.
Forward Procurement Plan	A schedule of upcoming procurement activities to aid planning and supplier engagement.
Contracts Register	A public record of all council contracts over £5,000, promoting transparency.
Intend Portal	The council's e-procurement system used for managing tenders and contracts.
PSED (Public Sector Equality Duty)	A legal duty under the Equality Act 2010 requiring public bodies to consider equality in their activities.
EQIA (Equality Impact Assessment)	A process to assess how procurement decisions affect equality and diversity.

Term / Acronym	Definition
CN2030	Council's Climate Neutrality 2030 target – a strategic goal to achieve carbon neutrality.
CFEU	Counter Fraud Enforcement Unit
ELT (Extended Leadership Team)	Senior council officers responsible for strategic leadership, including procurement.
MTFP (Medium Term Financial Plan)	A financial planning tool used by the council to forecast income and expenditure over five years.

1.0 INTRODUCTION

The National Procurement Strategy defines Procurement as:

“The process of acquiring goods, works and services, covering both acquisitions from third parties and from in-house providers. The process spans the whole cycle from identification of need, through to the end of a service contract or the end of the useful life cycle of an asset. It involves options appraisal and the critical ‘make or buy’ decision which may result in the provision of services in house in appropriate circumstances.”

The refresh of this strategy is launched at a time of countless opportunities and pressures on Tewkesbury Borough Council’s procurement activity. Local challenges such as limited budgets and mid-long term uncertainties from local government reform, inflation, global trade influences, war and climate change. Opportunities include new procurement legislation and the National Procurement Strategy.

Procurement is not solely about compliance - although it is required. More importantly, procurement is about delivering both economic and social value to our communities. The role of procurement at Tewkesbury Borough Council remains pivotal in maximising these opportunities through our supply chains and managing the challenges faced by our sector and our communities.

Procurement is an excellent way that councils can support the environment - According to the 2020 committee on climate change report 2% of UK emissions are directly responsible to local authorities, but a whopping 33% are under the influence of UK authorities (which covers procurement, planning regs etc)

This document sets out the Council’s strategic approach to procurement. It is not intended to be a procurement manual; however, the principles should be applied to all procurement. More detail on procurement processes and procedures will be found in our Contract Procedure Rules.

2.0 PROCUREMENT CONTEXT

National Context

The National Procurement Policy Statement (NPPS)

outlines the strategic priorities for public procurement in the UK. It aligns with the Procurement Act 2023 and provides guidance on how contracting authorities should implement the new rules.

The NPPS aligns with the Government’s missions including the Industrial Strategy. Public procurement can support delivery of the Government’s missions as follows:

- Make Britain a clean energy superpower through:
 - accelerating to net zero, reducing greenhouse gas emissions in line with the UK national carbon budget, minimising waste, supporting delivery of clean power by 2030, and promoting the use of green technologies;
 - taking account of environmental risks and ensuring suppliers are committed to high environmental standards and protecting natural habitats and biodiversity.
- Take back our streets through:
 - reducing crime by providing support to organisations that strengthen community cohesion, awareness raising and action;
 - encouraging suppliers to recruit from groups that struggle to access employment opportunities.

- Break down barriers to opportunity through:
 - addressing specific skills gaps and facilitating access to training and other development opportunities;
 - removing barriers to entry for young people and under-represented groups, including people with protected characteristics and care leavers.
- Build a National Health Service fit for the future through:
 - supporting good physical and mental health by providing high quality jobs and encouraging suppliers to recruit from economically inactive cohorts.

National Procurement Strategy (NPS)

was published in August 2022 and sets out recommendations for district councils in relation to procurement and contract management activity.

Builds on the procurement aims from the two previous national procurement strategy of 2014 and 2018.

The National Procurement Strategy 2022 toolkit themes are shown below and these are incorporated in our procurement aims:

- **Showing Leadership**

With local government third party expenditure totalling around £60 billion a year procurement clearly has a major contribution to make. A more strategic approach to procurement should be at the heart of thinking for our councillors and decision makers because procurement is not merely about ensuring compliance. There is an ever-growing need to engage with service heads and procurement teams on high value, high risk procurements to drive innovation, generate savings and identify opportunities for income generation.

- **Behaving Commercially**

Nationally, Councils are required to look at means of reducing funding deficits. It is important that we recognise opportunities to act in a commercial manner and ensure our contracts are properly managed to control costs and contract delivery. This means improving the skills of our leaders, both members and officers so their teams can design service provision, influence external parties, and shape and manage markets to get the best outcomes. This can be done by creating commercial opportunities, managing contracts and supplier relationships and risk management.

- **Achieving Community Benefits**

We can use procurement to achieve wider financial and non-financial outcomes, including improving wellbeing of individuals and communities, social value and improved environment.

To inform this strategy, a maturity assessment has been carried out against the NPS toolkit, this enables us to measure our progress against the NPS in developing and improving our procurement and contract management processes. The three key areas themes are; Showing leadership, Behaving commercially, and Achieving community benefit. There are subsection to these which have levels of maturity – minimum, developing, mature, leader and innovator.

We have mainly assessed at a level of minimum or developing with the level of mature reached in some areas. From this assessment we have highlighted our priority areas, and future actions we need to undertake to develop our maturity.

Appendix 1 includes details of the current scoring and our strategic procurement action plan over the term of the strategy to move from minimum and developing to mature in all areas.

Procurement Act 2023

The reforms contained in the Procurement Act 2023 (the Act) places value for money, public benefit, transparency and integrity at the heart of procurement; modernise and unify systems and processes; and get tough on the poor performers and fraudsters.

The Act reforms the UK's public procurement regime, making it quicker, simpler, more transparent while remaining compliant with our international obligations. It will more effectively open up public procurement to new entrants such as small businesses and social enterprises so that they can compete for and win more public contracts.

The Procurement Act 2023 received Royal Assent on 26 October 2023 and became effective on 24 February 2025.

The principle changes in the procurement are listed below:

- More accessibility for SME's and VSME's
- Greater transparency with the introduction of additional procurement and contract notices
- Greater focus on quality and added value "ensuring that public spending generates additional economic, social and environmental benefits beyond just the goods or services being procured."
- Exclusions in which a supplier may be excluded from a procurement or bids can be rejected due to serious misconduct or unacceptably poor performance.
- Contract management changes set out steps to manage a contract, including strengthening rules to ensure suppliers are paid on time, and new requirement to assess and publish information on how suppliers are performing based on Key Performance Indicators
- A new procurement review unit has been created and will have the power to investigate our compliance with new regulations.

Local Context

This strategy will contribute to delivering the Council Plan priorities of:

- Caring for the People
- Caring for the Environment
- Caring for Place

The importance of procurement in the public sector continues to grow and there is increasing pressure to improve procurement to benefit the environment . This has been recognised within the Council Plan as a specific area of focus relating to procurement. "Review our Procurement Strategy to ensure climate action is embedded within it"

3.0 TEWKESBURY BOROUGH COUNCIL PROCUREMENT OVERVIEW

In light of the Council’s declared Climate and Ecology Emergencies, this updated Procurement Strategy establishes a default commitment to climate and nature positive practices. No procurement activity should lead to an increase in greenhouse gas emissions or a loss of biodiversity unless such impacts are explicitly mitigated and formally approved by Council members. All procurement processes must continue to demonstrate their contribution to emissions reduction and the enhancement of nature recovery throughout the life of the contract

Effective procurement is about managing the whole life cycle of the goods, services and works we procure, and ensuring that specifications are right and fit for purpose with clear outcomes and purposes.

The Procurement Cycle:



NB Not all procurement processes permit negotiation

Effective procurement and contract management forms a continuous cycle of action and improvement, from identification of needs through to review of delivery and achievement of outcomes and includes procurement and contract management activity. The outcome for the procurement exercise may not be known at the outset and there are many potential outcomes including a grant being awarded, provision remaining in-house or a fully tendered procurement

Procurement at Tewkesbury Borough Council is governed by the Council’s Constitution, predominantly the Contract Procedure Rules, Financial Regulations, and other internal policies and procedures that provide guidance to support officers with procurement.

The Council spends around £11.4m (2024/25) per year on goods, works and services with suppliers.

The range of goods, works and services is varied, the most significant revenue expenditure in 2024/25 were:

- Waste, recycling, street cleansing and grounds maintenance £5,700,000
- Recycling fees £846,000
- Computer licences £800,000
- Electricity £170,000
- Insurance £255,000
- Emergency accommodation £395,000
- Postage £265,000

4.0 PROCUREMENT AIMS

This section sets out our Procurement Aims where in a time of increasing funding pressures, and increasing expectations of residents, it is more important than ever that we have the best arrangements in place.

- Procure works, services and quality goods that are responsive to the needs of our community, (where relevant to the community) and deliver optimum value for money.
- Drive Social Value from our procurements where possible, including minimising the adverse environmental impact of services delivered by our suppliers, and supporting the local economy.
- Ensure a consistent approach to procurement and contract management.
- Maintain, strengthen, and develop strong relationships with suppliers.

This strategy sets out how these Procurement Aims will be successfully achieved, including why they are important, the actions and the next steps or outcomes. Appendix 2 sets out the Procurement Action plan including timescales.

Aim 1 - Procure works, services and quality goods that are responsive to the needs of our community and deliver optimum value for money.

Driving Value for Money (VFM)

Delivering value for money is at the heart of what procurement does. Residents' overall satisfaction with the Council usually has a direct correlation with their perception of value for money that the Council delivers.

Every pound spent must deliver true value to the community, whether that is by better management of our existing contracts, proactive spend analysis or being more commercially astute.

In times of reducing resources and challenging budget positions, we must embed a strategic approach to procurement that focuses on whole-life cost, balancing quality, cost and risk to drive maximum value from every pound that we spend with our suppliers.

"A good specifications to ensure our expectations are clear, form the basis of good contract management which develop good supplier relationships, reducing risk of ambiguity in how a service is delivered"

Actions

Ongoing analysis of spend data to map to our Contracts Register and Forward Procurement Plan to identify single supplier expenditure across services that needs to be on a more detailed contract rather than a purchase order and also identify savings opportunities.

Continue to embed a consistent approach to the production of Procurement Plans for contracts and use them to drive pre-market engagement in procurement processes, where appropriate.

Work with neighbouring authorities to identify and implement collaboration opportunities.

Outcomes

Pro-active use of pre-market engagement to inform procurements, better understand current and potential suppliers, and to encourage innovation that drives VFM.

Procurement Plans Forms produced for all contracts, considering all relevant market and commercial factors at the beginning of the process, and authorised by Heads of Service or Strategic Directors.

Aim 2 - Drive Social Value from our procurements, including minimising the adverse environmental impact of services delivered by our suppliers, and supporting the local economy.

Social Value

The Public Services (Social Value) Act 2012 requires local authorities to consider how the services procured with a contract value above the amount prescribed by legislation might improve the economic, social and environmental well-being of the area.

Social Value has been defined as the additional benefit to the community from a commissioning/procurement process over and above the direct purchasing of goods, services, works and outcomes. Social Value can be measured in terms of economic, social and environmental activities and outcomes.

Economic outcomes provide contributions to the local economy and economic growth that supports social outcomes. Includes retaining, recirculating and leveraging funds in the local area and a wider contribution to skills, tackling unemployment and maintaining employment.

Social outcomes contribute to a vibrant and healthy community. Includes community based actions such as local relationships, partnerships and people. Equality, diversity, cohesion and inclusion

Environmental outcomes relate to protecting, promoting and enhancing the environment. Includes supporting local activities that both improve the environment and reduce the impact on the environment.

The Council recognises the important role it can play in enabling Social Value through its procurement activity. We will integrate economic, environmental and social sustainability into our procurement processes.

The Public Services (Social Value) Act 2012 came into force in January 2013, cementing the responsibilities of a contracting authority when procuring service contracts that are subject to public procurement regulations to take into account the “economic, social and environmental wellbeing of the relevant area” in its procurement activity.

The Public Services (Social Value) Act 2012 states the authority must consider:

- how what is proposed to be procured might improve the economic, social and environmental well-being of the relevant area; and
- how, in conducting the process of procurement, it might act with a view to securing that improvement.

Actions

Incorporate Social Value within the procurement process for all contracts above £30,000, at a minimum of 10% of the evaluation, the social value must include how suppliers will help us to progress our environmental objectives as part of the delivery of a contract.

Monitor Social Value commitment of our suppliers through our contract management processes.

Continuously reviewing what we do to support suppliers wanting to do business with the Council, through the use of feedback.

Provide both regular supplier sessions on the procurement best practice to enable them to develop and compete more successfully in securing Council contract.

Outcomes

Delivering Social Value benefits to the community, residents and businesses within Tewkesbury Borough.

A maintained, developed and ongoing clear statement of what good Social Value looks like to the Council.

Used properly, additional social value can be beneficial to suppliers and councils, and represent a joint effort to exploit maximum value from procurement.

In order to really deliver social value and have it fully embedded and considered, officers must move away from just considering the core contract being delivered by a supplier to one that recognises the overall value of outcomes delivered.

Requiring suppliers to deliver social benefits while they deliver the main element of their contract means that there is a magnified benefit for the Council. Incorporating social value into our commissioning and procurement process can make a tangible difference to people in the community, to service delivery and to the council's spending plans as a whole.

Social value can provide the following benefits:

- Encouraging a diverse base of suppliers: Promoting supplier diversity; including the participation of small and medium sized enterprises (SMEs) and third sector organisations, and local suppliers in general;
- Promoting fair employment practices: Ensuring workforce equality and diversity within supply chains;
- Meeting targeted recruitment and training needs: Offering a range of apprenticeship, training and skills development opportunities as well as employment opportunities;
- Community benefits: Maximising opportunities for Tewkesbury Borough organisations to participate in the council's supply chains and encouraging suppliers to make a social contribution to the local area;
- Ethical sourcing practices: Ensuring compliance with UK and international standards, promoting fair trade and fair pricing policies, tackling corruption, child labour, animal welfare, blacklisting of union members and similar social issues;
- Promoting greater environmental sustainability: Minimising waste and pollution, supporting carbon reduction initiatives, furthering energy efficiency and other sustainability programmes.

Social Value is used to support the Council's environmental commitments, mitigating the negative impact on the environment and maximising the benefits for the environment through the contract delivery.

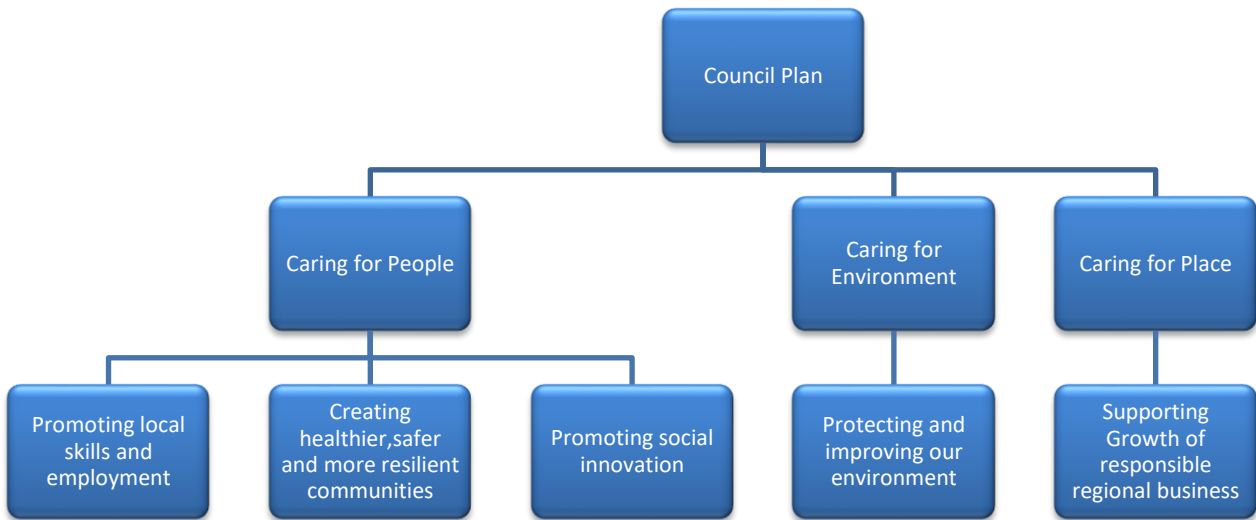
Social Value is embedded in the procurement process to ensure that all relevant opportunities are utilised to drive Social Value

Social Value commitments made by suppliers are monitored to ensure that they are delivered

National TOMs Framework

The National TOMs Framework was developed in collaboration with the Local Government Association and offers a consistent measurement solution used by public, private and third sector organisations. The framework provides a minimum reporting standard for measuring social value and consists of five themes, 17 outcomes and 35 measures.

Tewkesbury Borough Council's three strategic priorities are aligned with the five themes within the TOMs Framework:



Tewkesbury Borough Council will use the National TOMs Framework to measure and report on Social Value. The TOMs will be reviewed annually to ensure continued alignment with the Council's priorities.

Procurement below £30,000

Officers procuring works, goods or services contracts under £30,000 The National TOMs Framework can be utilised for contracts of any value. Although contracts below £30,000 this is more difficult to score and implement.

There are occasions where the application of Social Value TOMs in a contract is not appropriate. This list is not exhaustive and advice should be sought from the procurement Team before excluding Social Value from a procurement procedure.

To ensure that Tewkesbury Borough Council considers economic, social and environmental wellbeing in connection with its contracts. Contracts over £30,000 must incorporate Social Value where relevant and proportionate to what is being procured. The standard weighting for social value will be a minimum 10% of the overall evaluation score and where it is feasible, this may be higher. However, wherever possible to do so, procurements below this value should also seek social value benefits from contracts.

All award criteria in procurements including social value metrics must be proportionate and relevant to the subject of the procurement and are a proportionate means of assessing tenders having regard to the nature, complexity and cost of the contract.

Once a procurement exercise is concluded, the responsibility for ensuring the committed social value benefits are actually delivered will fall to those officers responsible for contract management of that individual contract.

The National Themes, Outcomes and Measures (TOMs) measuring tool as agreed by the Local Government Association will be used to capture social value offers from bidders to ensure offers can be evaluated in an open, fair and transparent way.

Small and Medium Enterprises (SMEs) and Voluntary Community and Social Enterprises (VCSEs)

We recognise that engaging local Small and Medium Enterprises (SMEs) and Voluntary Community and Social Enterprises (VCSEs) is a powerful means to support the local economy. This brings a multiplier effect through which local service providers can upscale, create and sustain local jobs, invest in personnel, generate local economic growth, social stability, be agile and support innovation.

We aim to promote opportunities for local suppliers, SME's and VCSE's when planning the procurement approach and that applying to do business with us, it is as streamlined as possible.

Actions

Encourage contracts to be split into lots so as not create barriers for smaller businesses.

Use the "intend" Portal for all contracts over £15k, and publishing the Council's Contracts Register, together with Forward Procurement Plans for future contracting opportunities, on the council's website.

Where applicable use pre-market engagement to inform the market of upcoming procurements, identify local supply opportunities, gather local supplier input and to facilitate the development of consortia/sub-contracting arrangements.

Outcomes

Drive the Social Value process to optimise the level of spend with local suppliers, both directly and sub-contracted.

Engage the VCSE sector so that they are involved for each relevant opportunity so that the value of local suppliers and VCSE organisations is recognised.

Sustainability and Equalities in Procurement

Sustainability is an important consideration when making procurement decisions. It ensures that we consider impact of environmental, economic and social factors of procurement decisions along with price and quality.

Tewkesbury Borough Council is committed to making its spending decisions in a way that delivers both value for money on a whole life cycle basis, and achieving wider economic, social and environmental benefits. It is important to be aware of, and look for signs of unacceptable practices, such as modern slavery, fraud and corruption, in the supply chain.

Following the authority's declaration of a climate emergency, we are committed to achieving the aims of the Council's Climate Change action of achieving carbon neutrality by 2030 and enhancing biodiversity, this will require our suppliers to demonstrate how they will protect or Improve to assist with achieving these aims, both within all their business activities and through the delivery of the contract, using performance indicators.

In terms of ethical procurement we must be aware and look out for signs of unacceptable practices in the supply chain such as modern slavery, fraud and corruption.

It is a requirement of the Equality Act 2010 to comply with the Public Sector Equality Duty (PSED). Compliance with the PSED ensures that relevant Council procurements are fit for purpose and meet the needs of our customers.

The Council's Equality, Diversity, Inclusion and Equity Objectives promote a positive approach to equality and diversity in our procurement processes.

Tewkesbury Borough Council expects its partners and suppliers to share its commitment to equal opportunities. Procurement can promote equality of opportunity and service delivery in those organisations that supply the Council or its residents.

Actions

Require information from potential suppliers during the procurement process on how they will help us to progress our environmental objectives as part of the delivery of a contract.

Consult with the climate change officer to obtain the best practice advice on carbon reduction and the natural environment.

In conjunction with One Legal build ethical, sustainable and equality and diversity terms and conditions into standard procurement documents.

Assisting officers in addressing equality and diversity in procurement activity including undertaking Equality Impact Assessments (EQIAs), where required, to ensure that equality and diversity requirements are built into contracts where relevant.

Outcomes

Our suppliers and contractors help to support our environmental, ethical and equality objectives to reduce the impact of goods, works and services.

Partnership Working

By working in partnership with a wide range of private, public and voluntary organisations this can help achieve our corporate objectives, by playing a strong role in collaborating with partner organisations focussing on knowledge sharing, joint policy development and procuring joint contracts to reduce duplication and take advantage of greater economies of scale.

We will work closer with partners and other organisations to optimise service delivery, stimulate economic growth and work towards carbon neutrality and tackle health and other inequalities.

We will look to community groups, service providers and reference groups to build intelligence and local service knowledge into the planned approach.

Actions

Continue to identify opportunities for partnership or collaborative working.

Explore opportunities through existing routes to market, existing framework agreements, dynamic purchasing systems or Procurement Buying Organisations

Outcomes

The avoidance of duplication of effort/resources and working in silos, fostering cooperation across services and with external partners.

Joined up planning and budgeting processes.

Greater economies of scale and cost savings.

Aim 3 - Ensure a consistent approach to procurement and contract management.

Developing Capacity

This Procurement Strategy cannot be achieved unless the Council has the right people in place with the right skills to deliver it. The officers who undertake procurement and contract management activity are vital to the successful delivery of the Council's strategic procurement objectives. The required capacity and skills will continue to be developed in service areas with support and guidance from the procurement team.

Actions

Carry out training needs analysis across the council.

Specific targeted training will be developed and made available to services and officers as required.

Annual review of training needs.

Annual training events.

Regular procurement forums for all responsible officers will be offered. Active participation will be encouraged by the use of focus and working groups on specific topics of interest.

Outcomes

Training needs identified across the authority that allows us to identify the skills required across the function.

Training and Development programme in place to identify and meet individual training needs.

Systems and Processes

As mentioned above our procurement and contract management activity is governed by legislation, our contract procedure rules and financial regulations, this is supported by detailed guidance for officers on the intranet. The purpose of the systems and processes is to provide a consistent, standardised and compliant approach to all our procurement activity.

From 2016, the government has mandated the use of electronic procurement. Our system “Intend” has improved compliance and at the same time, it has streamlined the quote and tendering processes.

Under the Transparency Code we must publish a [contracts register](#) for all contracts valued over £5,000; this is published on our website so that any interested parties may view it. This has led to greater visibility of Council spend which will be fed into procurement and resource planning and should lead to greater opportunities for efficiency savings.

Actions

Develop, publish, maintain best practice guidance, and template documents on the intranet to support those involved in procurement processes and management of contracts.

Ensure all contracts awarded over £5,000 are added to the Contracts Register.

Outcomes

A procurement governance structure with clear roles and responsibilities.

Those involved in procurement have access to clear guidance and templates (supported by training opportunities and resources).

Contract Management

Effective Contract Management can mitigate against financial risks within contracts, as well as delivering a range of non-commercial benefits such as better-quality services and outcomes for service users, lower service risk and additional social value during the life of the contract.

Actions

Deliver training to all Contract Managers and other relevant staff.

Outcomes

A developed and embedded consistent approach to Contract Management across the Council that can be applied to all external third-party relationships.

Support, knowledge sharing, training and systems are provided to Council staff involved in

Aim 4 - Maintain, strengthen, and develop strong relationships with suppliers.

Supplier Relationship Management

By establishing strong relationships with key suppliers we will ensure that both parties are delivering against the commitments within the contract and build upon mutual experience and knowledge to embed continuous improvement practices throughout the contracted period.

Effective engagement with suppliers will also inform future specifications. This will ensure that we are approaching the marketplace with requirements that meet clearly defined needs and are commercially attractive to potential bidders.

We will build strong, long term, positive relationships with suppliers across all sectors, not just when actively procuring goods and services but also when considering alternative delivery models e.g. social enterprises.

We commit to making all procurement activity fair and transparent as well as encouraging a diverse range of potential bidders to participate accessible to suppliers.

Actions

To identify the Council's key suppliers and how we want to interact with them.

To coordinate regular 'Meet the Buyer' events for our existing and potential suppliers.

Publish a Forward Procurement Plan to identify future opportunities for suppliers.

Outcomes

To develop a relationship between the Council and our suppliers that creates mutually advantageous, flexible and long-term relations based on continuous improvement of quality of performance and financial savings.

Risk and Fraud Management

Risk Management is an integral part of a procurement process and must be considered at the planning stage of any procurement process. We will identify the risks associated with all major procurement activity and the contingencies for service disruption in each project and how these are to be mitigated and managed.

For any high financial value, above the UK procurement threshold (currently £213,477 for supplies and services, £5,336,937 for works inclusive of VAT), high risk or high-profile procurement and which also involves significant risk including staff transfer; or significant potential for reputational or financial risks we will utilise the project management methodology throughout a project's life to ensure it delivers the project objectives and outcomes. Risks and issues register(s) relating to the procurement will be set up and regularly monitored by the project team.

Fraud can occur at all stages of the procurement cycle and can be internal, external or both where there is collusion. Officers must be aware of the risks, detailed below, and the fact that they apply not just to large, high value contracts but also to low level spend. Officers engaged in all stages of the process need to be alert to the possibility of abuse when raising or approving requisitions, when writing or evaluating specifications, as well as further on in the process once the contract has been awarded.

Pre-tendering risks:

- **Needs assessment:** Need or timing tailored to benefit a specific supplier
- **Bid tailoring:** Narrow, broad or vague specifications
- **Bid splitting:** To circumvent approval thresholds
- **Contract waivers:** To circumvent a fair and proper tendering process
- **Abuse of position/conflict of interest/bribery:** Officers, Members or Suppliers acting inappropriately and for personal gain.

Actions

Services designing specifications to include risk and fraud identification and mitigation such as supplier resilience and business continuity, and appropriate checks to be undertaken.

Developing and deploying suitable terms and conditions for our contracts to reflect risk and fraud management.

Outcomes

A developed and embedded consistent approach to Risk and Fraud Management across the Council that can be applied to all external third-party relationships.

Tendering/bid evaluation risks:

- **Leaking confidential information:** Staff providing details to contractors for unfair advantage
- **Influencing the evaluation:** Staff influencing an outcome for a preferred supplier
- **Fictitious companies bidding:** To mislead and influence the evaluation process
- **Cartels/collusive bidding/inflated bids:** Suppliers colluding to influence the outcome
- **Cover pricing:** Obtaining artificially inflated prices to give a misleading impression of the extent of competition

Post-tendering risks:

- **Poor Contract Management:** Allows abuse and possible fraud by the supplier
- **Claims for fictitious services/goods:** Charging for goods not supplied
- **Charging for different quality goods/product substitution:** Inferior goods supplied for inflated prices and altered contract terms
- **Fictitious companies/staff/contractors:** Diverting payments

Fraud awareness and training for all staff involved in the procurement process is mandatory and includes training on the fraud indicators officers must be alert to.

To manage the risk of bribery and corruption, procedures for declaring gifts and hospitality and conflicts of interest are also mandatory and the organisation encourages a culture of transparency that is supportive of whistleblowing.

Segregation of duties, a centralised contract register, and proactive contract management further mitigate the risk from fraud.

5.0 EMBEDDING DELIVERY

In keeping with the ambitions of the Council Plan and the emphasis placed on public sector procurement by the Government, this Strategy sets high standards for the Council. Delivery will require commitment from Members, officers and suppliers.

Leadership

The council recognises the strategic importance of procurement, strategic procurement activity requires multi-discipline officers from COG, Extended leadership Team, Finance, One Legal, Procurement and buyers who work together on key projects/contracts to design and implement solutions.

The roles and responsibilities of commissioners and procurement professionals are set out in section 7.0.

Modernising Procurement

To rise to the challenge local government procurement needs to modernise in terms of scope, use of technology and practices and procedures by:

- Using outcome specifications and other methods to encourage supplier innovation.
- Ensuring terms and conditions are flexible enough to allow for changes in technology and enable innovation during the life of the procurement

- Taking advantages of the opportunities presented in the Procurement Act 2023 which allow council procurement processes to be quicker, simpler, and less costly to run.

Monitoring and Review

The Procurement Team will have overall responsibility for monitoring progress and developing the Procurement Strategy.

The Annual Procurement Plan will be updated annually to ensure it meets the needs of all stakeholders including elected members, officers, public and private sector partners, local and third sector organisations.

6.0 GOVERNANCE FRAMEWORK

Tewkesbury Borough Council's procurement is governed both by UK Law and by our Constitution, mainly the Contract Procedure Rules and Financial Regulations. These are mandatory for officers to follow.

Extended Leadership Team (ELT)

The Extended Leadership Team (ELT) will continue to initiate and lead all procurement activity and endorse and support adherence to the procurement strategy across the Council.

Contract Procedure Rules

The Council will comply with the wide range of legislation, regulation and guidance, which governs procurement. The Council's Contract Procedure Rules were last updated in December 2024 and approved by the Executive committee.

Procurement Forward Plan

The Procurement Forward Plan identifies the required strategic major procurement activities for a period extending 1 - 3 years into the future. The procurement forward plan will encompass all major procurements due in the following 1-3 years. This will allow for enhanced planning and scheduling, improved visibility and improved risk management for the Council's major procurement activities.

The Contracts Register

The Contracts Register is a Council-wide record of all contracts that the Council has entered into above the value of £5,000 and is managed through the "Intend" procurement portal. The publication of our Contracts Register is a requirement of the Transparency Code.

Budget holders must ensure that all contracts are entered onto it and that they are kept up to date.

The Contracts Register is a key component to co-ordinate and risk manage procurement activity at the corporate level and will assist with Freedom of Information requests.

7.0 GOVERNANCE, STRUCTURE AND RESPONSIBILITIES

The National Procurement Strategy recommends that local authorities demonstrate political and senior officer leadership of procurement.

Members role in procurement

Members are responsible for:

- Executive Committee are responsible for authorising this Procurement Strategy and reviewing progress on the strategic aims.
- Audit and Governance Committee are responsible for ensuring compliance with the Contract and Procurement Procedure Rules.
- Procurement activity requiring more detailed member involvement includes:
 - Where a new service or a substantially varied service is being considered.
 - High public interest.
 - Significant reputational or financial risk.
 - Significant risk of failing to meet legislative requirements.

Leadership Team

Leadership team are responsible for:

- Management of the strategy and to review progress against the implementation of the actions.
- Strategic leadership and governance of procurement.
- Ensuring the Procurement Strategy aligns with corporate objectives.
- Ensuring value for money and risk management are considered as part of any procurement activity.
- Ensuring equality and sustainability are considered at each stage of the procurement process.

Heads of Service

Heads of Services are responsible for:

- Managing procurement activity in their services, in line with the Contract Procedure Rules and this Strategy
- Responding to matters raised by Internal Audit
- Identifying staff within their services areas who need relevant training
- Supplying information for the Forward Procurement Plan
- Authorising procurement activity through the procurement plan forms
- Ensuring Officer Decisions are recorded for contracts at £30,000 or over
- Each relevant Head of Service is responsible for ensuring that the staff in their areas have the right level of skills to deliver effective procurement and will also monitor all procurement activity in their services.

Heads of Service Managers and Relevant Staff

Contract Managers/Owners are responsible for:

- Overseeing the entire contract lifecycle
- To have regular meetings with the supplier to ensure contract compliance with delivery and management of key performance indicators

- Maintaining contract records
- Identifying and managing risks related to the contract.
- Escalating any issues to their Head of Service
- Staff involved directly with the purchase of goods, services and works must ensure they comply with this strategy, and the Contract and Procurement Procedure Rules, with reference to the guidance on the intranet; and conduct relationships with suppliers and the Council in an ethical and appropriate manner to ensure they promote their employer in a positive way.

Procurement Officer

The duties of the procurement officer are to maintain procurement guidance in line with best practice, and to monitor procurement activity across the Council, including:

- Coordinating this procurement strategy on behalf of the Council and leading on the implementation of the procurement aims.
- Providing assistance to contract owners in the control and management of contracts.
- Development and maintenance of procurement documentation and web pages to publicise procurement plans, information and advice to potential suppliers and staff; to comply with transparency requirements.
- Publish the Forward Procurement Plan.
- Continue the development of e-procurement to deliver savings in transactional processes.
- Providing assistance to contract owners in the planning and co-ordination of improvement of current contracts, business continuity, exit strategies and post contract appraisals and reviews; including the 3rd Line of Defence procedure
- Ensuring the procurement process eliminates the potential for fraud and favouritism towards any supplier.
- Supplier analysis to identify supplier base, spend per supplier, spend per category.
- Coordinate and monitor the Council Contracts Register to allow improved advanced planning for procurement and contract management activity.
- Organising training for officers, to include specific procurement training, induction and Contract & Procurement Procedure Rules, and use of the procurement portal.

8.0 LEGISLATION, COUNCIL POLICY AND PROCEDURE RULES RELATING TO PROCUREMENT

Public procurement operates in a highly regulated environment that is governed by legislation and policies and case law and locally by our Constitution and Contract Procedure Rules, and other relevant Council policies. These are listed below:

Procurement Act 2023

- Deliver value for money
- Maximise public benefit
- Comply with transparency requirements
- Act with integrity

Local Government Transparency Code 2015

The Transparency Code requires the Council to publish details of every invitation to tender for contracts with a value that exceeds £5,000. We must also publish details of any contracts, commissioned activity, purchase order, framework agreement or any other legally enforceable agreement with a value that exceeds £5,000.

The Public Services (Social Value) Act 2012

This act places a duty on local authorities, at the 'pre-procurement' phase of procuring services to consider how and what is being procured might improve the economic, social and environmental well-being in their community; and how they might secure that improvement in the procurement process itself as long as such action is relevant to what is being procured and is considered to be proportionate. This applies to all public services contracts with only an element of goods or works. It does not apply to public works contracts or public supply (goods) contracts.

Community Right to Challenge under The Localism Act 2011

This act to enables "relevant bodies," for example voluntary and community groups, employees or Parish Councils, to challenge to take over local services that they think they can run differently or better. The right enables a relevant body to submit an expression of interest (EOI) to a relevant authority to provide or assist in providing a relevant service.

Freedom of Information Act 2000

This act provides people with the right to access to information held by public bodies. This, with the government's transparency agenda, has consequences for those contracting with the partners where the financial details of contracts awarded may be made public.

Data Protection Legislation

The UK General Data Protection Regulation and the Data Protection Act 2018 sets out the basis on which we process the personal data we collect. Any contract must clearly set out the roles and responsibilities of the council and the contractor and require the contractor to comply with Data Protection legislation and indemnify the council against any claim.

Contract Procedure Rules, Financial Regulations and Scheme of Delegation

As part of its corporate governance arrangements the Council must ensure that there are adequate controls, procedures and standard documentation in place to satisfy the need to meet probity, propriety and transparency tests. The Contract and Procurement Procedure Rules, Financial Regulations and Scheme of Delegation fulfil this requirement and they are part of the approved Constitution. They must be observed by both Members and Officers within the procurement process.

Other Council plans and policies

The Council's procurement strategy is aligned to the commitments made in other Council plans and policies:

- Council Plan
- Performance Management Framework

- CN 2030
- Risk Management strategy
- Capital Strategy
- MTFP

9.0 KEY RISKS AND MITIGATION

Risk	Strategic importance	Mitigation	Owner
Legal compliance	Non-compliance with procurement legislation	Compliance with the Contract Procedure Rules	One legal/Procurement Offices
Financial	Under-pricing leading to losses	Due diligence through the tendering. Conduct detailed cost analysis; include contingency buffer	Budget holder/awarding officer
Operational	Inaccurate specification leading to project creep	Training given on best practice in writing specification and sharing of specification with partners Request clarification during tender Q&A; document assumptions	Procurement Officer/Budget holder
Strategic	Policy change leading to contract cancellation	Monitor government policy updates; include exit clauses	Monitoring Officer
Reputational	Negative media coverage from failed delivery	Implement robust quality assurance; prepare crisis communication plan	Extended Leadership team

Appendix 1

National Procurement Strategy – Maturity Assessment and Improvement Actions

To support the development of our procurement strategy, a maturity assessment has been conducted using the National Procurement Strategy (NPS) toolkit. This assessment provides a structured evaluation of our current progress in enhancing procurement and contract management practices.

Key Strategic Themes

The assessment focuses on three core pillars of the NPS:

- **Demonstrating Leadership**
- **Operating Commercially**
- **Delivering Community Benefits**

Each of these themes includes multiple subsections, with defined maturity levels: *Minimum, Developing, Mature, Leader, and Innovator.*

Assessment Outcomes

Our current evaluation places us primarily at the Minimum or Developing stages, with Mature status achieved in select areas. Based on this analysis, we have identified priority focus areas that at minimum or developing to progress these to a mature level.

The accompanying table summarizes our current positioning across each theme and serves as a benchmark to measure ongoing progress against strategic objectives, with specific actions over the next 3 years to achieve a mature level across all objectives.

		2025/26	2026/27	2027/28
Theme	Current position	Actions to progress to maturity	Actions to progress to maturity	Actions to progress to maturity
Showing Leadership	Engaging members <i>'Minimum'</i>	Consultation and Approval of the Strategy. Annual exemption reports. Member training.		
	Engaging Senior Managers <i>'Mature'</i>			
	Working with partners <i>'Mature'</i>			
	Engaging strategic suppliers <i>'Developing'</i>	Data collection on Strategic Suppliers	Engaging Strategic Suppliers	
Behaving Commercially	Creating commercial opportunities	Procurement to be integral to all large scale projects at the planning stage	Managing Contracts and Relationships	

	<i>'Minimum'</i>			
	Managing contracts and relationships <i>'Developing'</i>	Update contracts register	Officer training, contract management and performance	Embedded Change Control procedure
	Managing Strategic risk <i>'Mature'</i>	Officer training on Contract Management		
Achieving Community Benefits	Obtaining social value <i>'Minimum'</i>	Introduce process for identifying all contract that should include social value.		
	Local small medium enterprise (SME's) and micro-businesses engagement <i>'Minimum'</i>	Local small and medium enterprises (SMEs) and micro business engagement	Enabling voluntary, community and social enterprise (VCSE) engagement	
	Enabling voluntary, community and social enterprise (VCSE) engagement <i>'Developing'</i>	Enabling voluntary, community and social enterprise (VCSE) engagement		

Appendix 2 – Annual Procurement Action Plan 2025/26, 2026/27 and 2027/28 to support Achieving Procurement Aims

Procurement Aim	Theme	Action	Target Date
<p>Procurement Aim 1</p> <p>Procure works, services and quality goods that are responsive to the needs of our community, where relevant to the community and deliver optimum value for money.</p>	<p>Driving Value for Money</p>	<p>Ongoing analysis of spend data to map to our Contracts Register and Forward Procurement Plan to identify single supplier expenditure across services that needs to be on a more detailed contract rather than a purchase order also identify saving opportunities.</p>	<p>Ongoing and quarterly</p>
		<p>Continue to embed a consistent approach to the production of Procurement Plans for contracts and use them to drive pre-market engagement in procurement processes, where appropriate.</p>	<p>Ongoing</p>
		<p>Work with neighbouring authorities to identify and implement collaboration opportunities.</p>	<p>Ongoing</p>
<p>Procurement Aim 2</p> <p>Drive Social Value from our procurements, including minimising the adverse environmental impact of services delivered by our suppliers, and supporting the local economy.</p>	<p>Social Value</p>	<p>Incorporate Social Value within the procurement process for all contracts above £30,000, at a minimum of 10% of the evaluation. The social value must include how suppliers will help to progress our environmental objectives as part of the delivery of the contract.</p>	<p>Ongoing</p>
		<p>Monitor Social Value commitment of our suppliers through our contract management processes.</p>	<p>Ongoing</p>
		<p>Continuously reviewing what we do to support suppliers wanting to do business with the Council, through the use of feedback.</p>	<p>Ongoing</p>
		<p>Provide both regular supplier sessions on the Social Value policy and procurement best practice to enable them to develop and compete more successfully in securing Council contract.</p>	<p>Ongoing</p>
		<p>Use the “intend” Portal for all contracts over £15k, and publishing the Council’s Contracts Register, together</p>	<p>Ongoing</p>

	SME's and VCSE's	with Forward Procurement Plans for future contracting opportunities, on the council's website.		
		Where applicable use pre-market engagement to inform the market of upcoming procurements, identify local supply opportunities, gather local supplier input and to facilitate the development of consortia/sub-contracting arrangements	Ongoing	
	Sustainability and Equalities in Procurement	Require information from potential suppliers during the procurement process on how they will help us to progress our environmental objectives as part of the delivery of a contract.	Ongoing	
		Consult with the climate change officers to obtain the best practice advice on carbon reduction and the natural environment	Ongoing	
		In conjunction with One Legal build ethical, sustainable and equality and diversity terms and conditions into standard procurement documents.	December 2025	
		Assisting officers in addressing equality and diversity in procurement activity including undertaking Equality Impact Assessments (EQIAs), where required, to ensure that equality and diversity requirements are built into contracts where relevant.	Ongoing	
	Partnership Working	Continue to identify opportunities for partnership or collaborative working.	Ongoing	
		Explore opportunities through existing routes to market, existing framework agreements, dynamic purchasing systems or Procurement Buying Organisations	Ongoing	
	Procurement Aim 3		Carryout training needs analysis across the council	December 2025

Ensure a consistent approach to procurement and contract management.	Developing Capacity	Specific targeted training will be developed and made available to services and officers as required.	February 2026
		Annual review of training needs.	Annually
		Annual training events.	Annually
		Regular procurement forums for continual development, for all responsible officers will be offered. Active participation will be encouraged by the use of focus and working groups on specific topics of interest.	Six monthly
	Systems and Processes	Develop, publish, maintain best practice guidance, and template documents on the intranet to support those involved in procurement processes and management of contracts.	Ongoing
		Ensure all contracts awarded over £5,000 are added to the Contracts Register.	Ongoing
	Contract Management	Deliver comprehensive training to all Contract Managers and other relevant staff.	December 2025
Procurement Aim 4 Maintain, strengthen, and develop strong relationships with suppliers.	Supplier Relationship Management	To identify the Council's key suppliers and how we want to interact with them.	December 2025
		To coordinate regular 'Meet the Buyer' events for our existing and potential suppliers.	Ongoing with minimum 1 event per year
		Publish a Forward Procurement Plan to identify future opportunities for suppliers	Annually
	Risk and Fraud Management	Services designing specifications to include risk and fraud identification and mitigation such as suppliers resilience and business continuity and appropriate checks to be undertaken.	Ongoing
		Developing and deploying suitable terms and conditions for our contracts to reflect risk and fraud management	January 2026

Performance Indicators and Measures

Procurement Aim	Theme	PI or Measure	Method	Target
Procurement Aim 1 Procure works, services and quality goods that are responsive to the needs of our community and deliver optimum value for money.	Driving Value for Money	Percentage of spend with local suppliers (GL postcode)	Annual spend analysis	2% year on year increase from 2026 base data
Procurement Aim 2 Drive Social Value from our procurements, including minimising the adverse environmental impact of services delivered by our suppliers, and supporting the local economy.	Social Value	Percentage of contracts awarded over £30,000 that have included Social Value in the tender process and ongoing commitments since	Report from the Social Value Portal	95%
		Annual Social Value created through procurement and contract management activity	Annual Social Value Report	For information only
	Sustainability and Equalities in Procurement	Percentage of suppliers who train staff about Equality Diversity Inclusion and Equity for contracts over £30,000	Contract details held be services	60%
	Partnership Working	Number of partnership working contracts awarded annually	Annual Spend analysis	Target to be agreed
Procurement Aim 3 Ensure a consistent approach to procurement and contract management.	Developing Capacity	Percentage of officers against total of TBC employees attending annual procurement training events	Details held by Procurement Team	15%

		Systems and Processes	Number of procurement challenges received per year	Details held by Procurement Team and One Legal	0
			Publishing all contracts valued over £5,000 on the Council website	Details held by Procurement Team	100%
			Publishing our annual Forward Procurement Plan	Details held by Procurement Team	100%
Procurement Aim 4	Maintain, strengthen, and develop strong relationships with suppliers.	Supplier Relationship Management	Number of meet the Buyer events held each year	Procurement Team	1 per year

