

# Public sector procurement and social enterprise

## *Improving practice in Gloucestershire*

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## Executive summary

This report describes research commissioned by the ACE Programme, and undertaken by *mutualadvantage* in late 2005, into opportunities for social enterprises to take part in public procurement.

It describes:

- the policy background;
- the legal framework for procurement; and
- approaches for increasing social enterprise involvement in public sector procurement.

The research analysed three types of documents, from the local authorities, and the NHS Partnership Trust:

- review or performance reports;
- strategic documents or plans; and
- specifications, contracts or notices.

The report identifies seven areas in which there may be opportunities for social enterprise development.

These are:

- domiciliary, intermediate and extra care;
- children's services;
- health;
- environment and waste;
- the voluntary and community sectors;
- other contracts, including school cleaning and electricity provision; and
- transport.

It makes recommendations for:

- **Councils and PCTs**, that wish to support social enterprise development to
  - include appropriate objectives in their high level strategies;
  - consult with the sector in developing procurement strategies and in planning some individual procurements;
  - simplify procurement process and documentation;
  - sign up to the Small Business Concordat;
  - consider supply chain management strategies to facilitate local access to larger contracts;

- evaluate the opportunity for social enterprise development in every service or best value review; and
- consider sector-based promotion of procurement opportunities.
- **Social enterprise support bodies** to take a long term strategic approach to this sector based on:
  - engaging with public bodies in service development, commission groups and consultations;
  - establishing monitoring processes to raise awareness of procurement opportunities well in advance;
  - reviewing the possible opportunities identified in the report, in the light of recent developments, local capacity and community, user or staff interest; and
  - selecting opportunities, and working with communities, staff and other organisations to build the capacity to respond.
- **Social enterprises** who wish to engage with public procurement, to
  - engage with planners and commissioners and take part in consultation opportunities;
  - take a professional approach to the procurement process; and
  - obtain quality and performance accreditation, including an evidence basis for the delivery of social objectives.

# 1 Introduction

## 1.1 Background

This report describes the results of a research project undertaken for the Alliance of Communities and Enterprises (ACE), funded from the Equal programme. ACE was designed to develop a more positive policy environment for the social enterprise sector in Gloucestershire and to test new methods of furthering enterprise development through the social economy.

The research was undertaken by *mutualadvantage*, in October and November 2005, and the report considers issues and opportunities for social enterprises to take part in public procurement. The methodology included:

- interviews with key procurement officers in local authorities and local primary care trusts;
- interviews with a small number of local social enterprises ;
- a review of key documents produced by the county councils, the five district councils and the four primary care trusts. These included:
  - community strategies
  - strategic plans
  - commissioning strategies or service plans
  - comprehensive performance assessment (CPA) reports
  - inspection reports
  - best value review reports; and
- a review of the procurement processes used by the public bodies, and the advice they give to social enterprises or small business on their engagement in that process.

## 1.2 The report

The first part of the report describes the policy background and legal framework for public procurement, and provides advice on engaging in the procurement process.

This is followed by a table of possible opportunities for social enterprise to increase their involvement with the public sector. These opportunities have been identified by desk research only, and may include some that will already be familiar to the sector. The criteria for inclusion has been drawn wide in order to raise the vision of the sector. Inclusion is not a recommendation, many will be rejected immediately as impractical, and all will require some level of investigation or feasibility evaluation beyond the scope of this report.

The report makes recommendations for:

- the public bodies;

- social enterprises wishing to engage with the public sector; and
- the social enterprise sector, its networks and support organisations.

The final part of the report, included as an appendix, is a profile of each public organisation, providing where information was available:

- its procurement strategy;
- contact details for key procurement officers;
- its approach to procurement in practice; and
- advice offered to potential suppliers.

Bringing together public sector bodies and social enterprise can be seen in terms of a supply and demand model. The demand side is the public sector's need for goods and services, the supply side the sector's ability to provide them.

This report looks only at the demand side: what is happening in the local public sector that could lead to opportunities for social enterprises? It does not consider the capacity of the sector to respond to those opportunities.

## **2 Policy background**

Interest in social enterprise provision for public services has been stimulated by a number of government policies or strategies.

### **2.1 The Social Enterprise Strategy**

The *Social Enterprise Strategy (DTI)*, confirms the government's commitment to the development of the sector, and identifies the potential role that social enterprise can play in the delivery of public services:

*"Entrepreneurial behaviour combined with a continuing commitment to delivering public benefit can lead to local innovation, greater choice and high quality of public services"*

*"The Government believes social enterprises have the potential to play a far greater role in the delivery and reform of public services...."*

The strategy, its updates and associated research are on the Small Business Service website, [www.sbs.gov.uk](http://www.sbs.gov.uk), follow the link to *social enterprise*.

## 2.2 The National Procurement Strategy

The *National Procurement Strategy for Local Government* (ODPM), identifies social enterprises, along with small businesses, black and ethnic minority business, and voluntary and community organisations as potential service providers. It confirms that by widening local supply markets, they bring benefits to public procurement:

*Our objective is that by 2006 all councils will be [:... ] confidently operating a mixed economy of service provision, with ready access to a diverse, competitive range of suppliers providing quality services, including small firms, social enterprises, minority businesses and voluntary and community sector groups.*

The national strategy also requires local authorities to approve their own procurement strategy. This describes their individual approach to procurement. Links to local procurement strategies are included on the organisation's page in the appendix. The national strategy is available on the ODPM's website [www.odpm.gov.uk/index.asp?id=1136697](http://www.odpm.gov.uk/index.asp?id=1136697).

## 2.3 The Voluntary and Community Sector

The government also wishes to facilitate access to contracting opportunities for voluntary and community organisations. In taking on contracts, and increasing training income, many will become social enterprises, or set up subsidiaries that are social enterprises.

*think smart, think voluntary sector* (OGC & the Home Office) makes this clear:

*The Government regards the voluntary and community sector as key partners in the search for excellence in the delivery of public services [,...] they have special talents in reaching and gaining the trust of disadvantaged groups"*

The guidance identifies a group of benefits that this arrangement may bring to service delivery:

- strong links with communities;
- specialist knowledge and expertise;
- understanding the needs of specific client groups;
- independence from organisational pressures;
- innovation;
- responsiveness;
- economies of scale; and
- niche markets.

## 2.4 The Small Business Friendly Concordat

This a set of principles and a good practice guide which is a voluntary non-statutory code of practice agreed by the Office of the Deputy Prime Minister, the Small Business Service and the Local Government Association. It can be adopted by individual local authorities. It covers:

- compliance with the legal frame work;
- publishing a procurement strategy;
- open access to contract opportunities;
- details of key suppliers;
- commitment to a fair tender process
- provision of feedback; and
- payment on time for contactors and sub contractors.

## 3 The legal framework for procurement

### 3.1 Introduction

Procurement legislation is complex. This section of the report aims to present the principles in a simple and intelligible way. It does not constitute advice, either in general or about the application of these principles to particular situations. A good rule it always to get legal advice about specific situations.

Part of the confusion over what can, and cannot be done in procurement comes from the complexity created by the two different legal frameworks that apply in the UK, interpreted by an organisation's internal standing orders.

The **EU procurement regulations** aim to create an open market for the purchase of goods and services across the whole of the EU.

**UK guidance** aims to ensure that procurement achieves best value, and is underpinned by the view that this will be achieved by open and well-developed markets.

Procurement regulations, research, and updates on the regulations are available on the office of Government Commerce (OGC) web site [www.ogc.gov.uk](http://www.ogc.gov.uk), follow the links to *procurement*.

### 3.2 The EU Procurement Regulations

Current directives implemented in the UK through statutory instruments require contracts that are covered by the directive to be let:

- across the whole of the EU, by placing advertisements in the Official Journal of the European Union; and
- by the process described in the directives.

Not all procurements are covered by the directives. There are two major exemptions. The full procurement regime does not apply to:

- tenders below a series of thresholds. In 2004 , these were:
  - for contracts for the supply of goods, £153,376;
  - for contracts for services, £153,376; and
  - for contracts for works £3,834,411.
- services listed in part B of the regulations. These are:
  - Hotel and restaurant services;
  - Transport by rail;
  - Transport by water;
  - Supporting and auxiliary transport services;
  - Legal services;
  - Personnel placement and supply services;
  - Investigation and security services, other than armoured car services;
  - Education and vocational education services;
  - Health and social services;
  - Recreational, cultural and sporting services; and
  - Other services.

For these services, the only requirement under the regulations is for the procuring authority to publish a contract award notice.

Many local authority procurements fall within these two exemptions, however it is becoming increasingly common for authorities to use process required by the full E.U. procurement regime, even when they are not required to do so by the regulations.

Guidance is expected on the new consolidated directive, which should be published in 2006.

### 3.3 UK Guidance

In principle, to buy something, local authorities must have a specific power, be confident that it is needed, it is cost effective, and they can afford it.

Put simply, guidance controls how they go about procuring something, but not what they chose to purchase.

Authorities have a general requirement to achieve best value and this applies to the procurement of goods and services as well as their general performance. Best value is not the lowest cost but the best achievable balance of quality and cost. The Government's procurement policy defines value for money as:

*"the optimum combination of whole life costs and quality (or fitness for purpose) to meet the user's requirements".*

In setting requirements, authorities have considerable scope to decide how they draw up specifications and can choose to procure to reflect their social policy aims, their own policies and objectives, or those of the Government.

### 3.4 Internal Financial Regulations

Public bodies have internal financial regulations that lay out the rules for purchasing. Typically, these specify a range of procedures applied to procurements of different values. These internal standing orders can be suspended by the council in certain circumstances, if it chooses so to do.

Under Gloucestershire County Council's *Contract Standing Orders*, where other regulations do not proscribe the tender process, one of three approaches can be used:

- a standing list – where invitations to tender are limited to a previously compiled list of selected contractors;
- selective tendering – where there is no standing list but the Executive Director compiles a list of three contractors and asks them to tender; or
- open tendering - where advertisements are placed in one local newspaper and an appropriate trade journal inviting tenders.
- there is no requirement for a tendering process for
  - welfare services not exceeding £30,000
  - works on buildings not exceeding £25,000
  - for grants
  - all other contracts under £15,000

These regulations are openly available on the council's website (Appendix1). Other authorities offered to provide their on request.

### 3.5 Community Benefits

It is now generally accepted that local authorities can include community benefits in specifications for contracts. They can do this even when the contract is led under the EU procurement regulations. A number of conditions must be met, in particular the community benefits must:

- be a core part of the procurement;
- be relevant to the rest of the contract specification;
- be capable of being evaluated in the selection process;
- comply with equal opportunities;
- add to the achievement of value for money; and
- not disadvantage non-local firms.

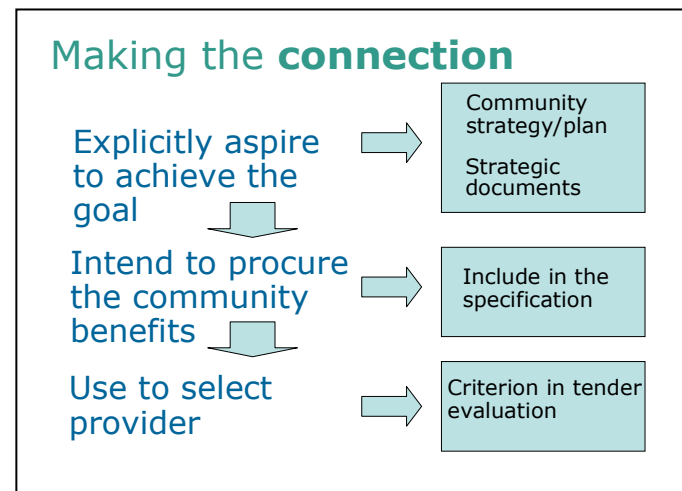
The inclusion of community benefits is strengthened by reference to the community strategy or other high-level strategic objective.

*"Under the Local Government Act 2000, councils are required to prepare a community plan [...] and have powers to promote economic, social and environmental well-being of their communities. Provided that there is compliance with EC public procurement regulations and Best Value, councils can work with suppliers to realise "community benefits" of this kind through their procurement activities."*

ODPM National Procurement Strategy for Local Government. 2003.

The procurement of community benefits is important for developing the social enterprise supply market, and for ensuring that procurement contributes to the achievement of real joined-up working, and the authorities' overarching corporate strategies or objectives.

Achieving social goals is an inherent characteristic of a social enterprise. If its social goals match the community benefits required in particular procurement, then the social enterprise will be well placed to deliver the specification.



If procurement is to contribute to the achievement of corporate goals, then there must be a connection between the community strategy, the contents of specifications, and the selection of contracts to deliver those specifications.

All the local authorities in the study have corporate strategies, and procurement strategies. (Appendix1).

### **3.6 Other approaches**

A number of other approaches have been adopted by councils.

**Sheffield City Council** asks everyone tendering for housing and neighbour investment contracts how:

- they will contribute towards the council's overall objectives;
- they intend to work in partnership with local social enterprises;
- social enterprise could be integrated into their supply chains; and
- they might support the business development of the social enterprises with which they work.

**Nottingham City Council** is advanced in the use of Social Clauses in its construction contracts, arguing that they support the principles of Best Value, build on the council's commitment to Agenda 21, and reflect the government's own commitment to sustainable development. It applies the general power of "well being" and the changes to the non-commercial considerations regulations, to take into account workforce issues, in the formation of its Approved Contractors lists.

**The London Borough of Tower Hamlets**, as well as adopting a social enterprise strategy, was proactive in encouraging social enterprises to be involved in the procurement process for the externalisation and development of its youth services. To support this process, it established a web-based arena in which organisations could identify supply chain opportunities, negotiate with subcontractors and build partnerships to strengthen their tendering capacity, and matching the packaging of units in the tender process.

Another approach is to let two separate contracts alongside each other, with separate procurement processes. The classic example is the arrangement between **Liverpool City Council** and Bulky Bobs. The council issued separate contracts to collect large items of furniture, and to support people into employment. The benefits for the council and for the social enterprise derive from its having won, and is delivering both tenders together.

## 4 Increasing local social enterprise involvement in the public sector

### 4.1 Introduction

The relationship between social enterprise and the public sector is complex.

Firstly, good procurement is not just about buying goods and services, but is part of an organisation's achieving its strategic objectives through purchasing and contracting. In theory, the procurement process doesn't start with the intention to buy, but with high level corporate strategies or objectives.

Secondly, the variety in relationships between the public sector and social enterprises is complex. Social enterprises may be:

- selling goods or "back-office" support services to public bodies;
- be contracted to delivery core services on behalf of a public body;
- receive a grant to achieve a public policy objective or social good, to which output targets may be linked;
- deliver a programme or project on behalf of a public body; and
- be partner with a public body in planning, commissioning or delivering services.

The government's wish to see voluntary and community organisations take on the opportunities offered by contracting has created further complexity as public bodies make this transition, often developing a half-way house between grants and contracts. This has resulted in emerging social enterprises and voluntary or community organisations that are starting to develop the characteristics of social enterprise, but are not yet dependant on trading income.

Thirdly, discussion of the process must reflect the six ways that social enterprises may achieve or develop a role in the public sector:

- through the conversion or development of voluntary or community organisations;
- thought the conversion or direct externalisation of an in-house service ;
- by the establishment or facilitation of a completely new social enterprise to take on a role identified by a public body;
- by invitation into partnership;
- by negotiation (where guidance and regulation allows); and

- by formal tendering.

## 4.2 The tables

Because of the complexity, this report addresses the process in two parts. The tables show possible or typical processes. There is considerable variation in the high-level processes adopted by authorities, which are likely to change fairly frequently. The actual procurement process used will depend on the service, or goods being procured.

### Table 1

This table shows possible stages in a high-level process that links corporate objectives to the decisions on the way a service will be provided, which may be described as a *procurement strategy* for the service. For each stage, the table suggests potential sources of information about the stage, and recommends actions by the social enterprise sector.

### Table 2

This table itemises the key stages in a typical EU-style procurement process. The stages are annotated with recommendations for action for:

- the procuring organisation; and
- the social enterprise sector or a social enterprise involved in the process.

**Table 1 The Strategic Process  
From objectives to procurement**

**Where are they found?**

**THE PROCESS**

**Actions to improve or identify opportunities**

**High level objectives setting priorities.**  
Corporate Strategy  
Local Strategic Partnerships  
Public Sector Agreements  
CPA

**Corporate Objective**

- Respond to consultations.
- Ensure objectives are sufficient to drive community benefits.
- Aim to include community empowerment and participation

**Plans describing how the objective will be achieved.**  
Corporate Plans  
Department Plans  
Directorate Plans  
Business plans

**Action Plans**

- Monitor for change and priorities
- Monitor for early warning of contracting

**Summary of the service, and the approach to provision.**  
Commissioning strategies  
Best Value Review reports  
Inspection Reports  
Service improvement strategies  
Service plans

**Service Strategy**

- Respond to consultations in reviews and on proposals
- Ensure user, staff or community participation is high on the agenda
- Ask about joined up provision and the community strategy
- Ensure the social enterprise option is considered and benefits are known

**Detailed description of the service, the outputs and the desired outcomes.**  
Service specification  
Contract specification

**Specification**

- Challenge to ensure delivery of the community strategy
- Where relevant, try to get community benefits built in
- Encourage out put specifications

**The way the service will be obtained ( by a contracts, or in-house etc).**  
Procurement plan  
Procurement documentation

**Procurement**

- Ensure benefits of SE provision understood and acknowledged
- Challenge over complex process- make then accessible, for SME as well as the sector
- Will open EU style completion achieve best value, is it required by guidance?

**Table 2 A Procurement Process**

| Public Sector  | The Procurement Process   | Social Enterprise  |
|--|---|--|
| <ul style="list-style-type: none"> <li>• Plan process as simply as possible with regulations</li> <li>• Ensure documents are clear, concise and free from jargon</li> <li>• Consult the sector before procurement commences</li> <li>• Produce a how to bid guide, including criteria, dates etc</li> <li>• Plan packaging to maximise benefits and enable access.</li> </ul>  | <div style="border: 1px solid black; padding: 5px; background-color: #e0f2f1;"><b>Planning the procurement</b></div>  | <ul style="list-style-type: none"> <li>• Work with the authority to ensure process meet the Concordat standards.</li> <li>• Monitor &amp; identify opportunities to ensure sufficient time for capacity building.</li> <li>• Facilitate local partnerships or supply chain management ahead of procurement.</li> <li>• Build knowledge base of the capacity of the sector to respond to packaging consultations</li> <li>• Understand the public procurement rules</li> <li>• Attend any briefings or meet the buyer events</li> </ul> |
| <ul style="list-style-type: none"> <li>• Keep web pages up to date, publish contract termination dates or reprocurement strategies on the web.</li> <li>• Provide networking opportunities to subcontract, and take up supply chain opportunities , encourage suppliers to advertise for subcontracting</li> <li>• Post details on social enterprise internet sites e.g. nearbuyou.</li> <li>• Set up early warning system for registered organisations</li> <li>• Consider local promotional strategy alongside OJEU adverts.</li> <li>• Provide the opportunity to discuss the procurement, in order to understand requirements</li> </ul> | <div style="text-align: center;">↓</div> <div style="border: 1px solid black; padding: 5px; background-color: #e0f2f1;"><b>Advertising</b></div>            | <ul style="list-style-type: none"> <li>• Develop monitoring systems to ensure early warning of tenders being let.</li> <li>• Establish links from sector web pages to the tender pages of the local public bodies</li> </ul>   |
| <ul style="list-style-type: none"> <li>• Develop council wide pre-qualification questionnaire, with common and bespoke questions</li> <li>• Ensure information required is proportionate to the contact</li> <li>• Accept national pre-accredited questionnaires once these are available</li> </ul>   | <div style="text-align: center;">↓</div> <div style="border: 1px solid black; padding: 5px; background-color: #e0f2f1;"><b>Pre-<br/>Qualification</b></div> | <ul style="list-style-type: none"> <li>• Build evidence of performance, particularly achievement of social outcomes</li> <li>• Obtain and maintain quality accreditation, eg. IIP, Picasso etc</li> <li>• Maintain data base of completed questionnaires</li> </ul>  |

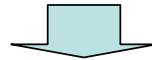
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## Public Sector

- Assess questionnaires against published criteria proportionate to the contract.
- Don't ask for more than 2 years accounts and accept other financial information if accounts are not available
- Accept that large size or track record don't necessarily equate with highest quality
- Inform tenders about the bidding process from the outset.
- Use open criteria, and assess all bids fairly
- Don't discard bids too readily, use clarification to work with bidders to address misunderstandings or omissions.
- Be prepared to assess community benefits if they are included in the specification.

- Give feedback to unsuccessful bidders
- Simplify contract management procedures – just enough
- Measure outputs or outcomes – keep flexibility its what creates quality
- Offer pre or early payment, otherwise the social enterprise will have to charge you for the cost of borrowing!
- Have complaints procedure and tell people about it

## Pre- Qualification



## Bidding & Evaluation

## Award & contract management

## Social Enterprise

- Take any opportunities for pre- assessment or passport schemes.
- Build accurate cost data to underpin and assure accurate bid preparation
- Prepare a business plan, use financial models and tests for sensitivity
- Get legal advice – bid is the basis for a contract.
- Understand the tendering organisation – read beyond the bid documents
- If TUPE is involved you'll need help – find it
- Build partnerships or consortia to strengthen your bid
- If you asked for interview or a site visit is arranged, treat this seriously, practice and prepare.
- Get quotes for insurance or performance bond
- Don't under bid – you'll have to deliver to that price
- Fill in the forms accurately, keep a copy and don't miss the deadlines, and follow the instructions completely.
- Prepare for delivery, you have to meet quality standards, every day, every time, within the bid price
- Your organisation may have to change to deliver the contract, it may be a change in culture, size or the way you do things.
- Be realistic about cashflow – negotiate early payment.

## 5 Opportunities in Gloucestershire

The tables in this section identify a series of potential opportunities for social enterprise involvement in public sector procurement. They have been identified by document analysis. They are indications of possible opportunities only as timing, and other circumstances are critical in the development of social enterprise in the public sector. All will need further investigation; many will have been missed as changes have already been implemented or other options taken; many may already be known to the sector in more details than given here. Even if investigation identifies a relevant and current opportunity, there may be no individuals or organisations able or interested in taking it on.

The documents analysed can be grouped into three types: review reports, strategic plans and documents about specific procurements

| Type of document   |  | Possible action needed   |
|--|--|--|
| <b>Review reports</b><br>(at both an organisational and service level) | Indicate that change is likely to happen.  | <ul style="list-style-type: none"> <li>• monitor the process</li> <li>• take part in consultations</li> <li>• ensure that the potential benefits from social enterprise provision are included in strategic thinking</li> <li>• campaign for user, or community leadership of, or influence in the change process</li> <li>• long term sector development</li> </ul> |
| <b>Strategic documents or plans</b>                                    | Describe the principles for service development or plans for new services, or service development. | <ul style="list-style-type: none"> <li>• monitor the time table for implementation</li> <li>• promote the benefits of social enterprise provision</li> <li>• build commitment for planning social enterprise</li> <li>• capacity building</li> <li>• build influence on the procurement process</li> </ul>   |
| <b>Specifications, contracts or notices.</b>                           | Describe specific procurement opportunities  | <ul style="list-style-type: none"> <li>• Monitor opportunities</li> <li>• Build local partnerships to respond</li> <li>• Tendering and delivery capacity building</li> <li>• Preparing and making bids</li> </ul>  |

## 5.1 The tables

The tables group potential opportunities into seven possible areas of opportunity:

- domiciliary, intermediate and extra care;
- children;
- environment and waste;
- the voluntary and community sector;
- housing;
- other contracts, including school cleaning and electricity supply; and
- transport.

Each table provides:

- a list of reference, for one or more organisations within the county;
- the issue, areas of interest or potential opportunity raised by the document; and
- actions.

## 5.2 Domiciliary, intermediate and extra care

| Reference  | Issue  | Actions  |
|--|--|--|
| Gloucestershire County Council - <i>Joint Commissioning Strategy for older people</i>              | <b>Domiciliary Care Capacity Building Project</b> – aims to increase the hours of domiciliary care provided through the independent sector<br><br>Proposed strategy to cabinet February 2005   | Review the potential to develop social enterprise domiciliary care providers, direct payments co-operatives or extra care facilities in partnership with a social housing provider.  |
| Gloucestershire County Council <i>Inspection of Social Care services for older people Nov 2002</i> | <b>Limited availability of domiciliary care</b> has a significant impact on effective outcomes. Major gaps in provision for older people with mental health difficulties, including domiciliary, intermediate and long-term care.<br><br>Investment in preventative services has been hampered.... | <ul style="list-style-type: none"> <li>• Research proposed changes – to how much growth is predicted, how much has already been transferred to the independent sector</li> <li>• Research local demographics for the over</li> </ul> |

|   |  |   |
|---|--|---|
| Gloucestershire County Council<br><i>Annual audit and inspection letter 2004</i>                      | <b>Supporting people programme</b> judged poor with uncertain prospects for improvement  | <p>85s, and demand from other target groups</p> <ul style="list-style-type: none"> <li>Review changes to supporting people programme, have these created opportunities, are there still problems?</li> <li>Develop relationships with local social housing providers – potential to establish partnerships in extra care. (CDS Co-operatives?)</li> <li>Review good practice, Sunderland Homecare, Shepshed Cares etc – consider Sunderland’s franchise model</li> <li>With the council, undertake local care labour-market study to establish potential recruiting strategies – consider fund-raising for training programmes</li> <li>Review local intermediate care needs – what’s been provided, what’s still needed?</li> <li>Monitor and respond to consultations – raise profile of social enterprise solutions, ensure social enterprise options are considered.</li> <li>Review prevention strategies – particularly the role of informal social enterprise</li> </ul> |
| Cotswolds and Vale PCT <i>Business Plan - Older people</i>  | Bid for funds for <b>extra care housing</b>  |   |
| Stroud District Council   | <ul style="list-style-type: none"> <li>Develop and implement a <i>later years strategy</i></li> </ul>  |   |
| Gloucestershire County Council<br><i>Inspection of Social Care services for older people Nov 2002</i> | Limited availability of domiciliary care has a significant impact on effective outcomes<br>Major gaps in provision for older people with mental health difficulties, including domiciliary, intermediate and long-term care, Investment in preventative services has been hampered....                                 |   |
| Gloucestershire COUNTY COUNCIL<br><i>CPA report December 2004</i>                                     | ...plans to address the supporting people project remain unclear   |   |
| Gloucestershire County Council<br>Annual Plan<br>2205-2006  | Objective TIN 2 Page 24 <ul style="list-style-type: none"> <li>Support domiciliary care capacity building programme to increase the number of available hours through independent sector providers</li> <li>improve the recruitment and retention of staff</li> <li>implement the new Care at Home strategy</li> </ul> |   |
| Gloucestershire Partnership NHS Trust<br><i>Business plan 2004/05</i>                                 | Provide intensive mental health and older people domiciliary care in Cheltenham and Tewksbury  |   |
| Cotswolds and Vale PCT <i>Business Plan</i><br><br>Learning Disabilities<br>Lead Nicholas Breakwell   | <ul style="list-style-type: none"> <li>New commissioning strategy agreed by the PCTS, the social services and the Partnership Trust,</li> <li>Specification to tender for services provided by Mend/Mayfield</li> <li>Manage market for residential options</li> <li>Develop integrated service</li> </ul>             |   |

### 5.3 Children

| Reference  | Issue  | Actions   |
|--|--|---|
| Inspection of Children's Services SSI 2002                                     | Support services to children and families also need further attention (for example domiciliary care)<br>Recommendation 2.4 Senior managers should ensure that domiciliary care services are sufficiently geared to children's services | Review development of the proposed children's centres - how advanced are they?<br><br>Engage with the process so that the default model is a social enterprise. |
| Gloucestershire County Council Consultation on children's Centres October 2005 | Plans to open 23 centres by 2008   |   |
| Gloucestershire County Council Cabinet Reports December 2005                   | Agree the location and funding allocations for children centres 2006 - 2010<br><br>Restructuring of children's and families; services  |   |

## 5.4 Health

| Reference  | Issue  | Actions   |
|--|--|---|
| Gloucestershire Partnership NHS Trust A strategy for Promoting Well-being in Gloucestershire <i>Communities and Neighbourhoods Action Plan</i> | <p><i>Action 1.4</i></p> <ul style="list-style-type: none"> <li>• Develop social and community enterprise initiatives</li> <li>• Food box schemes</li> <li>• LETS</li> <li>• FoD Credit Union</li> </ul> | <ul style="list-style-type: none"> <li>• Review implementation with the Trust – what has been achieved, what is still outstanding?</li> <li>• Can models be copied in other localities?</li> <li>• Identify community champions or locality leadership</li> <li>• Consider possible partnership with GEAR, CDC, WG PCT and SDC</li> </ul> |
|  | <p><i>Action 7.2</i></p> <ul style="list-style-type: none"> <li>• Develop holistic primary care service for homeless people</li> <li>• Stonehouse Gardening Community Support Scheme</li> </ul>          |   |
| Cotswolds and Vale PCT <i>Business Plan</i>  | <p><b>Substance misuse</b></p> <ul style="list-style-type: none"> <li>• Establish new service in primary care</li> </ul>   | <p>Review proposals and stage of implementation</p> <p>Check out – is this a stand alone service, how big – could it be a staff or user led social enterprise?</p>  |
| Cotswold & Vale PCT <i>Managing Change in Cotswold &amp; Vale</i>  | <ul style="list-style-type: none"> <li>• Changing role for community hospitals</li> <li>• Develop services closer to people’s homes</li> </ul>   | <p>Tetbury Community Hospital is run by a local independent trust. Could this be social enterprise model for others?</p> <ul style="list-style-type: none"> <li>• Build relationship with all community hospitals</li> <li>• Review the freedoms and targets placed on PCTs under the proposed new Health White Paper</li> </ul>          |
| Gloucestershire Partnership NHS Trust <i>Business plan 2004/05)</i>  | <p>Develop Assertive Outreach, Crisis intervention and Intermediate care services</p> <p>Develop and implement Crisis Home Treatment across the county ( 2004</p>  | <p>Review implementation - have these new services been developed? Could they be created in the form of social enterprises, or be a way of increasing the size of other SEs?</p>  |

## 5.5 Environment and waste

| Reference  | Issue   | Actions   |
|--|---|---|
| Gloucestershire County Council<br><i>Annual Plan 2005 -2006</i>        | Key Task 10 Objective MEGE3<br>Let PFI contract for <b>sustainable waste management</b> .<br><b>Report to Cabinet 7<sup>th</sup> September</b><br>Decision taken, September 2005 not to proceed with the PFI, but to follow a recycling and composting procurement strategy.<br>Current contracts cannot be extended beyond March 2006.<br>In principle the procurement of a new waste-management contract, and a separate strategy for a residual waste-management contract. | <ul style="list-style-type: none"> <li>• Engage with the development of specifications and procurement processes</li> <li>• Bring forward social enterprise proposals</li> <li>• Develop capacity to take part in procurement process</li> <li>• Identify supply chain opportunities</li> <li>• Review and learn from good practice, ECT or Devon Community recycling, perhaps others?</li> </ul> |
| Gloucestershire County Council<br><i>Press release September 2005</i>  | ...we will follow an alternative recycling and composting based procurement strategy  |   |
| Cheltenham Borough Council <i>Our Business plan 2004/2007</i>          | Weakness identified in the CPA :<br>2003/04 – worst 25% for waste collected.<br>Action 3 E<br>Expansion of the door step recycling scheme to 36,000 homes<br>Green waste collection for 24,000 homes<br>Expansion of recycling schemes  |   |
| Gloucestershire County Council<br><i>Cabinet Reports December 2005</i> | Terminate procurement process for PFI for waste collection  |   |

## 5.6 The voluntary and community sector

| Reference   | Issue   | Actions  |
|---|---|--|
| <p>Gloucestershire County Council<br/><i>Cabinet report" Future Funding Relationship with the Voluntary Sector"</i></p> | <p>New model for funding based on:</p> <ul style="list-style-type: none"> <li>➤ Shopping</li> <li>➤ Investing</li> <li>➤ Giving</li> </ul> <p>No proposed change in total resources, but this will change the relationships between the council and voluntary organisations, and will accelerate the transition of some voluntary and community groups into social enterprises.</p> <p>Applications for 2006/07 to proceed on current basis</p> | <ul style="list-style-type: none"> <li>• Work with the voluntary sector infrastructure organisations to build capacity within organisations facing change</li> <li>• Work with the councils to ensure that the procurement processes used are appropriate and sensitive to the needs and characteristics of the emerging social enterprises</li> <li>• Monitor strategy development and take part in consultations to ensure that that issues particular to social enterprises, are addressed</li> </ul> |
| <p>Cheltenham Borough Council<br/><i>Our Business plan 2004/2007</i></p>  | <p><b>Action 5B</b><br/>Ongoing development of compact with the voluntary and community sectors</p>   |  |
| <p>Gloucester Liberal Democrats<br/><i>Manifesto</i></p>  | <p>We will explore with the voluntary sector what services can be delivered by them in partnership with the city council</p>  |  |

## 5.7 Housing

| Reference  | Issue   | Actions  |
|--|---|--|
| <p>Tewksbury Borough Council<br/><i>Audit Commission<br/>CPA Report</i></p>  | <p>The council has only partially addresses the problem of homeless families...it does not have sufficient "move on" accommodation. Neither does it have a wide range of solutions such as the strategic use of empty properties<br/>The council is in the bottom 25% for the number of long term vacancy properties being brought back into use.</p> | <p>It may be considered that housing is outside the normal remit of social enterprise development, if not investigate :</p> <ul style="list-style-type: none"> <li>• the homeless situation in Tewksbury - is there potential to develop a social enterprise response, perhaps in partnership with a local social housing provider?</li> <li>• the reasons for the private sector failure in Tewksbury and the councils plans or intentions – will they re-let the tender, is a social enterprise an alternative?</li> <li>• Monitor the stock transfer situation and engage with consultations – there may be opportunities for building maintenance contracts</li> </ul> |
| <p>Tewksbury Borough Council<br/><i>Audit Commission<br/>CPA Report</i></p>  | <p>The council... has been forced to bring its Housing Agency services back in house from Nov (2004?) because of lack of external tenders.</p>  |  |
| <p>Gloucester City Council<br/><i>Choices review<br/>Audit Commission<br/>Inspection of Best Value Review (2001)</i></p> | <p>Retain ownership of housing stock, but review the decision annually</p>  |  |

## 5.8 Transport

| Reference   | Issue  | Actions  |
|---|--|--|
| Gloucestershire County Council<br>Transport Service<br>Gareth Blackett<br>( <a href="mailto:gareth.blackett@gloucestershire.gov.uk">gareth.blackett@gloucestershire.gov.uk</a> ). | Social services transport – concerned that the volunteer driver scheme in Cheltenham might be adversely affected by changes<br>Recommendation that the integrated transport unit should be externalised once the benefits of the BV programme have been successful implemented | <p>Very positive response from the council over potential social enterprise development in this sector:</p> <ul style="list-style-type: none"> <li>Investigate in detail, the potential opportunities for both social care transport and home to school transport</li> <li>support the CVS group working on hospital transport</li> <li>monitor proposals for the integrated transport unit</li> </ul> |
| Gloucestershire County Council  | Adult Social Services<br>Community transport – mini bus services<br>Home to school transport   |  |
| Gloucestershire Ambulance Service NHS Trust   | Non-emergency hospital transport   |  |

## 5.9 Other contracts

| Reference   | Issue   | Actions  |
|---|---|--|
| Gloucester City Council<br><i>Comprehensive Performance Assessment 2004</i> | The council has not systematically challenged its reliance on in-house services against other forms of procurement, and cannot yet demonstrate value for money in the services it provides<br><br>The council is not able to demonstrate value for money in the repair of council housing<br>Despite being a national priority, recycling performance is poor | <p>Likely increase in service reviews and market testing – perhaps proposals for direct or indirect externalisation</p> <p>Monitor reviews present SE's as a real alternative to the private sector – just as effective, but still in public ownership</p> |
| Gloucestershire County Council<br><br><i>Contacts list</i>                  | Cleaning contract Primary Schools in Stroud, Gloucester and Forest of Dean, start date unclear  | <ul style="list-style-type: none"> <li>Investigate schools satisfaction with current providers and local labour markets</li> <li>Consider setting up local community, schools or staff-led social enterprise(s)</li> </ul>                                 |
| Stephen Hetenyi<br>stephen.hetenyi@gloucestershire.gov.uk                   | <i>Building Cleaning 1</i><br>Primary schools in Cotswolds and Cheltenham £750,000<br>Starts 31.03.07   |  |

|   |  |   |
|---|--|---|
| 01452 425355  | <i>Grounds Maintenance 1</i><br>Schools in Stroud, FoD, N. Cotswolds and S. Cotswolds<br>Starts 31.03.07 Value £1,100,000                          | <ul style="list-style-type: none"> <li>• Consider school partnerships – secondary co-operatives?</li> <li>• Consider working with schools to allow them to take control of individual contracts or elements. If let collectively these are big contracts</li> <li>• 1(+) year to build capacity, or develop opportunities.</li> </ul> |
|   | Grounds Maintenance 2<br>Schools in Gloucester and Cheltenham<br>Starts 31.03.08, value £1,336,000   |   |
| Mike Simpson  | Electricity supply to Shire Hall<br>Contract starts October 2006   | Could this be of interest to the wind farm co-operative? Possible benefits to both parties?   |
| Mark Anderson<br>mark.anderson@gloucestershire.gov.uk<br>01452 425746 | Catering requirements for Shire Hall and Quayside<br>Contract to start May 2005  | Review contract specifications – any serious interest or potential?<br><br>Establish early-warning system for all contracts – perhaps regular posting to SE accessible web pages?   |
| Stephen Hetenyi   | Building Cleaning 3<br>Corporate (inc. Shire Hall) and secondary schools<br>Contract to start July 05  |   |
| Mike Simpson<br>mike.simpson@gloucestershire.gov.uk<br>01452 425829   | Road lighting, contract starts October 2006, estimate £2million.   |   |
| Mike Simpson  | Electricity 200 sub-100kW metered sites, framework arrangement with more meters to be added. Contract starts October 2005 Estimated value £500,000 |   |
| Stephen Hetenyi   | <i>Grounds Maintenance 3</i><br>Corporate Contract starts 31.03.07, value £100,000   |   |

## 6 Recommendations

There is growing confirmation of the benefits to the public sector of procurement from social enterprises, and this is confirmed by increasing governmental commitment.

Given the:

- complex nature of public procurement, the legal and political framework in which it operates and the formal character of the process;
- the characteristics of social enterprises, tending to be small, user, staff or community led and entrepreneurial; and
- the range of development pathways and opportunities;

bringing the two sides together to take opportunities is not always easy.

Timing is critical; procurement processes can be long and complex. Social enterprises may need time to develop interest and commitment as well as the capacity to take in the process and deliver the service. In social enterprise development, this may mean a shift from a responsive to a proactive approach.

This report makes recommendations for:

- the councils and other public bodies;
- social enterprise support organisations; and
- for those social enterprises wishing to deliver public service or sell their services or products to public bodies.

### 6.1 Councils or other public bodies

Public organisations must operate within their powers, the legal framework and guidance, and their own standing orders. However, should they wish to have the opportunity to consider in their procurement process, the benefits that a social enterprise might achieve, we recommend that they:

- Develop their community strategies, community plans, and other high level strategic objectives with a view to clarifying their commitment to community economic development, active citizenship, user engagement in service delivery, local employment and wealth creation, community capacity building, lifelong learning, staff empowerment, equity and sustainability;

- Review their procurement strategies to ensure they include appropriate references to social enterprise;
- Develop approaches to procurement that encourage small and local business to engage with the council, including the simplification of the process, the simplification of documentation, and the use of clear and evidence based evaluation. In the light of government recommendations, review the requirement in pre-tender questionnaires for extensive coverage of financial accounts;
- Sign up the Small Business Concordat;
- Include the sector in all consultations, including those that are part of the preparation of specifications and tender process, particularly packaging;
- Require the option of social enterprise provision to be part of the process of service review, and included in every Best Value Review;
- Evaluate all specifications against their delivery of the corporate, strategic, or other objectives;
- Support the development of supply chain opportunities by listing all contractors on the council web pages, creating networking opportunities, and considering requesting supplier to indicate how they intend to create opportunities for local business and social enterprises;
- Review the terms of contract, particularly the timing of payments; and
- Within the EU regulation, consider local promotional strategies for procurement opportunities, ensure that web pages listing existing and current tenders are kept up to date, allow early registration of interests, develop e-mail notifications, and link to social enterprise procurement networks.

## 6.2 Social enterprise support bodies

This report comes to the conclusion that if these opportunities are to be successfully identified and addressed, then social enterprise support bodies must take **a strategic role** in bringing together procurement opportunities and potential social enterprise providers. This is necessary because:

- Early intervention in the process, even before specifications are prepared will significantly enhance the likelihood of success;
- Opportunities come infrequently and erratically;
- The scale of opportunities may need partnership building, and will virtually always need capacity building both for the procurement process and delivery; and

- The level of local supply side activity in a sector may be too small to respond to major opportunities, which will need an organised, creative, and coordinated response.

We recommend that the Co-operative Futures formally adopts a public sector development strategy that includes:

- Early intervention with public bodies to influence strategic objectives, specifications and perceptions of social enterprise;
- Specific work with the local authorities, and the regional centre of excellence to support and develop improvement to the local procurement process;
- A simple monitoring process to ensure that the sector is informed early of tender, and other procurement opportunities;
- The commitment and resources, to respond to opportunities where no existing social enterprise has the capacity, including building partnerships, bringing communities, staff teams, or users together, looking for franchising opportunities or encouraging other practical responses;
- A process for evaluating potential opportunities, and action planning responses;
- Supporting existing social enterprises to build the capacity to both bid and to deliver; and
- Developing a sector-wide evidence base for the achievement of social objectives, and encouraging and supporting individual enterprises in evidencing their own achievements.

### **6.3 Social enterprises**

Social enterprises must become good at both the procurement process and the delivery of services. We recommend that they:

- Engage early with service planners and commissioners so that the benefits of provision are well known and accepted, and that specifications reflect the benefits that can be achieved through this form of provision;
- Ensure that they have the capacity, management, quality and operational systems to deliver high quality services every day of the year, and that they develop culture that allows them to retain their commitment to users or communities whilst accepting the reality of the need to deliver the specification to which they will be committed;
- Understand the detail of the procurement process in which they are involved, the criteria for evaluation, and develop or obtain the capacity to be effective in this process;
- Develop evidence base systems to justify claims of the achievement of social objectives; and

- Obtain quality standards, accreditation, and other formal systems, strategies, process or documentation necessary for achieving high scores in pre-tender qualification evaluations including:
  - ISO000 or other quality standards;
  - Health and Safety statements;
  - equalities process and polices;
  - environment sustainability policies;
  - membership of trade bodies;
  - staff qualifications ;
  - training and HR development; and
  - management capacity and external support.

## Appendix

This appendix includes contact and other information on the organisations included in the research:

- Gloucestershire County Council
- Cheltenham Borough Council
- Cotswold District Council
- Forest of Dean District Council
- Gloucester City Council
- Stroud District Council
- Tewksbury Borough Council
- West Gloucestershire PCT
- Cotswold and Vale PCT
- South Gloucestershire PCT
- Cheltenham and Tewksbury PCT
- Gloucestershire Partnership Trust

# Gloucestershire County Council

The county council provides a wide range of services including education, environment, social services, the Fire Service and libraries.

- Shire Hall, South Gloucester, GL1 2TG
- [www.gloucestershire.gov.uk](http://www.gloucestershire.gov.uk)
- 01452 425000

## 1. Corporate procurement

The corporate procurement team's current focus is to achieve efficiencies by reducing the number of transactions, and therefore their transaction cost, which is much too high. A major priority is a pilot project for recruiting and managing temporary staff.

They also coordinate collaborative schemes, which buy non-major items. This includes phones and other utilities and stationery.

Proposals for Gloucestershire Electronic Partnership include the capacity for joint procurement.

**Allan Wathan**, Head of procurement,  
01452 425082,

## 2. Selling to the council

The council has a wide range of helpful information and documents on its website.  
[www.gloucestershire.gov.uk](http://www.gloucestershire.gov.uk)

A special procurement page opens, if you follow About your Council/ County Council/ resources/ procurement, or search on the site for *procurement*.

You can also find this page by copying this address into your search engine:

<http://www.gloucestershire.gov.uk/index.cfm?articleid=4090>

The menu on the left-hand side of the page includes links to:

- a list of current and forthcoming tenders, this is extensive but may not be complete
- the council's approach to procurement, its commitment to Best Value and the national procurement strategy and its involvement in both the Gloucestershire Procurement Partnership and the Regional Centre of excellence
- information needed if you are planning to respond to a tender
- where the council advertises its tenders and other useful links
- a list of key contacts

### Corporate

Allan Wathan - Corporate Procurement Manager

[allan.wathan@gloucestershire.gov.uk](mailto:allan.wathan@gloucestershire.gov.uk)

**Tel:**+44 01452 425082 ext.5082

Steve Hodgson, Procurement Officer,  
01452 426626.

### Social Services

Claire Smart - Purchasing Manager

[claire.smart@gloucestershire.gov.uk](mailto:claire.smart@gloucestershire.gov.uk)

**Tel:**+44 01452 425481 ext.5481

### Education

Stephen Hetenyi - Support Services Manager

[stephen.hetenyi@gloucestershire.gov.uk](mailto:stephen.hetenyi@gloucestershire.gov.uk)

### **IT and Telecomms Goods and Services**

Anne Mankin - IS Support Manager  
[anne.mankin@gloucestershire.gov.uk](mailto:anne.mankin@gloucestershire.gov.uk)  
01452 425904 ext.5904

#### **Environment**

Clive Townsend - Principal Engineer  
[clive.townsend@gloucestershire.gov.uk](mailto:clive.townsend@gloucestershire.gov.uk)

#### **Capital Building Projects**

Tim Parker - Development Manager  
[tim.parker@gloucestershire.gov.uk](mailto:tim.parker@gloucestershire.gov.uk)

#### **Property Maintenance**

Neil Corbett - Building Support Manager  
[neil.corbett@gloucestershire.gov.uk](mailto:neil.corbett@gloucestershire.gov.uk)

#### **Passenger Transport**

Nick Helliker - Passenger Transport Co-ordinator  
[nick.helliker@gloucestershire.gov.uk](mailto:nick.helliker@gloucestershire.gov.uk)

#### **Vehicles**

Andrew Charles - Transport Engineering Co-Ordinator  
[andrew.charles@gloucestershire.gov.uk](mailto:andrew.charles@gloucestershire.gov.uk)

#### **Libraries**

Helen Dorricott - Stock Manager  
[helen.dorricott@gloucestershire.gov.uk](mailto:helen.dorricott@gloucestershire.gov.uk)

#### **Print and Print Services**

Melissa Neill - Communications Manager  
[melissa.neill@gloucestershire.gov.uk](mailto:melissa.neill@gloucestershire.gov.uk)

### **3. Plans and Reviews**

The Corporate Strategy and the County Council's Annual Plan are both available from their home webpage: [www.gloucestershire.gov.uk](http://www.gloucestershire.gov.uk)

The latest CPA report for the county council is available on the Audit Commission's website [www.auditcommission.gov.uk](http://www.auditcommission.gov.uk) go to *Local Government*, then *Chose Authority*, and look for *Gloucestershire County Council* in the alphabetical list.

Recently inspected services included:

- The Fire and Rescue Authority 2005
- Supporting People 2005 & 2004
- Waste management 2005
- Transport Service -2002

## Cheltenham Borough Council

- Municipal Offices, Promenade, Cheltenham, Gloucestershire. GL50 1PP.
- [www.cheltenham.gov.uk](http://www.cheltenham.gov.uk)
- 01242 262626

### 1. Corporate Procurement

Cheltenham Borough Council, is a district council and spends approximately £30 million a year on the procurement of goods and services. This has significant economic, social and environmental impact. The council's procurement strategy aims to ensure that procurement activities are undertaken efficiently and economically whilst contributing economic, social and environmental benefits for Cheltenham. Procurement was identified in the CPA report as being underdeveloped.

The council's **procurement champion** is Les Merrick, assistant director for frontline services. Contact details:  
01242 264 172  
LesM@cheltenham.gov.uk

The two key procurement posts are shared with Gloucester City Council, **procurement manager** responsible for strategic advice and a **contracts officer**, for letting contracts and monitoring performance.

The strategy includes a commitment:

- to achieve community benefits through procurement, where this meets the councils objectives and is directly relevant to the specification
- to work with the Social Enterprise Alliance to develop a compact to assist the achievement of community benefits through procurement

**the procurement strategy is available on line at**  
[www.cheltenham.gov.uk](http://www.cheltenham.gov.uk), look under *Our Plans*

### 2. Plans and reviews

For the:

- The Corporate Business Plan
  - The Best Value Performance Plan, and
  - The community plan,
- look under *Our Plans* at [www.cheltenham.gov.uk](http://www.cheltenham.gov.uk).

The latest CPA report for Cheltenham is available on the Audit Commission's website [www.auditcommission.gov.uk](http://www.auditcommission.gov.uk) go to *Local Government*, then *Chose Authority*, and look for *Cheltenham Borough Council* in the alphabetic list.

## Cotswold District Council,

- Council Offices, Trinity Road, Cirencester, Gloucestershire. GL7 1PX
- [www.cotswold.gov.uk](http://www.cotswold.gov.uk)
- **01285 643643**

### 1. Corporate procurement

Cotswold District Council spends over £10 million per annum on goods, works or services and obtaining best value is an essential requirement and one that cannot be achieved without the support of suppliers, both large and small. Value for money includes assessment of quality, and consideration of equality, sustainability and health and safety.

The council is part of the Gloucestershire Procurement Partnership, shares knowledge and resources, and is starting to use standard tender documents.

It is looking to improve methods of payment, reduce paperwork and use new technology to assist smaller businesses.

The council aims to support local, small business and voluntary and community organisations to build their capacity to successfully tender. The procurement strategy does not specifically mention social enterprises.

The Procurement Strategy is at [www.cotswold.gov.uk](http://www.cotswold.gov.uk) look for *Business and working*, then *Procurement Rules*, the link is at the foot of the page.

### 2. Selling to the council

The council follows European Procurement Directive rules on the purchase of goods or services over the current limit. Adverts will be placed in the Official Journal of The European Union

This is an invitation to potential providers to formally register their interest. Following evaluation of these expressions of interest a tender list is drawn up. Invitation to tender documents will then be sent out that will indicate the evaluation procedure that will be used

The Council has its own contract standing orders that regulate how it conducts its business. They govern how procurements of different values must be handled. They ensure that the process is based upon fair, transparent and open competition.

Contact the Business Improvement Team: [businessimprovement@cotswold.gov.uk](mailto:businessimprovement@cotswold.gov.uk)

### 3. Plans and reviews

The latest CPA report, the councils corporate strategy, its Best Value Performance Plan and a summary of its improvement agenda are all available at [www.cotswold.gov.uk](http://www.cotswold.gov.uk), then *Council and Democracy*, and *Our Performance*.

Service delivery plans are available on line for

- Corporate Management
- Corporate Planning
- Community Services Group
- Customer Services Group
- Development Services Group
- Environment Service Group
- Support Services Group

Look at [www.cotswold.gov.uk](http://www.cotswold.gov.uk), then *Council and Democracy*, and *Our Performance*.

## Forest of Dean District Council,

- Council Offices, High Street, Coleford, Gloucestershire. GL16 8HG.
- [www.fdean.gov.uk](http://www.fdean.gov.uk)
- 01594 810000

### 1. Corporate procurement

The Council spends between £9 and £11 million on procuring goods and services.

The Council does not have a corporate procurement service. Procurement is devolved within each of the directorates which have various levels of expertise.

The council's Procurement Strategy links procurement decisions to a set of corporate aims that include enhancing the local environment. It is considering a "buy local policy".

The procurement strategy and its implementation plan are available on the councils web site at as attachments to Report R.17, *Interim Procurement Strategy* at [www.fdean.gov.uk/content.asp?id=11023](http://www.fdean.gov.uk/content.asp?id=11023)

### 2. Selling to the council

Arrangements are in place to centrally purchase some items such as stationery and I.T. supplies. A report to the executive Committee in September 2003, summarised the then position:

- The Council does not currently have a lead officer in respect of procurement.
- A review of the Council's future administrative structure will consider the best place for the overall responsibility and co-ordination of the procurement function.
- Expertise on procurement throughout the Council's organisation is fairly diverse and officers are mainly left to gain expertise as necessary.
- Documentation on letting and monitoring contracts is available to staff but may not be standardised across the authority, and the Council's Constitution contains Financial and Contract Procedure rules which give guidance and policy on the contract process.

Contact Patrick Gibbard, tel 01594 812522

### 3. Plans and reviews

The Council's corporate plan can be found at:

[http://www.fdean.gov.uk/content.asp?parent\\_directory\\_id=242](http://www.fdean.gov.uk/content.asp?parent_directory_id=242)

Its Best Value performance plan at:

[http://www.fdean.gov.uk/content.asp?nav=54&parent\\_directory\\_id=242&positioning\\_article\\_id=&language=&sortkey=](http://www.fdean.gov.uk/content.asp?nav=54&parent_directory_id=242&positioning_article_id=&language=&sortkey=)

Its Community strategy at:

[http://www.fdean.gov.uk/content.asp?nav=618&parent\\_directory\\_id=242&positioning\\_article\\_id=&language=&sortkey=](http://www.fdean.gov.uk/content.asp?nav=618&parent_directory_id=242&positioning_article_id=&language=&sortkey=)

The most recent CPA report is on the audit commission website

[www.auditcommission.gov.uk](http://www.auditcommission.gov.uk) go to *Local Government*, then *Chose Authority*, and look for *Forest of Dean District Council* in the alphabetic list.

## Gloucester City Council

- North Warehouse, The Docks, Gloucester. GL1 2EP.
- [www.gloucester.gov.uk](http://www.gloucester.gov.uk)
- 01452 522232

### 1. Corporate procurement

The City council shares two new key posts with Cheltenham Borough Council, a **procurement manager** responsible for strategic advice and a **contracts officer**, for letting contracts and monitoring performance.

Departments have been responsible for their own procurement, and the council is currently drawing up a register of who procures what with the intention that this will be come available in early 2006.

The council is currently reviewing its approach to the procurement of utilities and building maintenance work.

Peter Roberts is the procurement manager, 01452 396417, [peter.roberts@glos-city.gov.uk](mailto:peter.roberts@glos-city.gov.uk)

### 2. Selling to the council

The council has a list of current and future tender opportunities on its website, but this is very limited, in November 2005, it shows only two tenders. It is currently being rewritten.

A guide to doing business with the council is accessible thought the same web page. This gives information on:

- the legal frame work
- the tendering process
- questionnaires and information
- evaluation

The Councils *terms and conditions of supply* are on the same web page, at [www.glos-city.gov.uk](http://www.glos-city.gov.uk), go to *Your Council*, then *procurement* in the list of services.

### 3. Plans and reviews

All the key strategic documents for the City Council, including:

- The Corporate Strategy (2005 -2008)
- Community Strategy (2003-2013)
- The Forward Plan
- CPA Comprehensive Performance Assessment Self Assessment
- Best Value Performance Plan 2004-2005
- Housing Strategy
- Municipal Waste Management Strategy (April 2002)

are on its web site, [gloucester.gov.uk](http://gloucester.gov.uk), follow the link to *Your Council*, and then *Strategic Documents*, under Council Management.

## **Stroud District Council,**

- Ebley Mill, Westward Road, Stroud, Gloucestershire GL5 4UB.
- [www.stroud.gov.uk](http://www.stroud.gov.uk)
- 01453 766321

### **1. Corporate procurement**

In 2003/04 the council purchased over 16 million pounds worth of goods, works and service from their top 50 suppliers.

In November 2004 The council approved a procurement strategy; it is available on their web page at: [www.stroud.gov.uk/docs/procurement\\_approach.asp?](http://www.stroud.gov.uk/docs/procurement_approach.asp?)

A procurement action plan was approved in March 2004 that included:

- a procurement manual
- corporate procurement group
- consultation with SMEs
- introduce e-procurement by April 2006
- produce a "Selling to Stroud" Guide
- contracts register

Business Efficiency Co-ordinator  
Sarah Turner 01453 754364  
[sarah.turner@stroud.gov.uk](mailto:sarah.turner@stroud.gov.uk)

### **2. Selling to the council**

The majority of procurement staff are located in their respective service areas, undertaking service specific procurement. Some act as lead departments, letting corporate contracts on behalf of the whole authority

The council follows the European Procurement guidance, where the estimated value of a contract is expected to exceed the relevant financial threshold, currently at £154,477 for goods and certain services, and £3,861,932 for public works contracts, it will be advertised in the Official Journal of The European Union (OJEU).

The Council has its own contract standing orders that govern how procurement of different values must be handled. They ensure that the process is based upon fair, transparent and open competition. These would be made available on request.

A review of the select list of contractors for housing maintenance and improvement work is currently underway, to be completed by February 2006

There is scope for current tender opportunities to be listed on the council's web site. This is limited and in November 2005, only one was listed. [www.stroud.gov.uk](http://www.stroud.gov.uk), follow the link to Business and Regeneration.

### **3. Plans and reviews**

The latest CPA report, the best value performance plan and the councils business plans are available on its web page e [www.stroud.gov.uk](http://www.stroud.gov.uk), look under *council and democracy* and follow the menu on the left.

## Tewkesbury Borough Council,

- [www.tewkesburybc.gov.uk](http://www.tewkesburybc.gov.uk)

### 1. Corporate procurement

The council has appointed a chief officer for procurement, and has established a co-prorate procurement steering group. It adopted a procurement strategy in October 2003, and takes part in the Gloucestershire Procurement Partnership. It has undertaken a review of current practice, established a monitoring system and started to disseminate good practice.

Co-prorate procurement Responsibility, the Director of Community Services James Kelly. Contact details:

Email: [james.kelly@tewkesbury.gov.uk](mailto:james.kelly@tewkesbury.gov.uk) Tel: 01684 272161

The Procurement Strategy is available on the council's web page at

[http://minutes.tewkesbury.gov.uk/Published/C00000256/M00000927/AI00002774/\\$ProcurementStrategydraftJuly2003.docA.ps.pdf](http://minutes.tewkesbury.gov.uk/Published/C00000256/M00000927/AI00002774/$ProcurementStrategydraftJuly2003.docA.ps.pdf)

### 2. Selling to the council

In 2002/03, the council spent nearly £6 million with 1,400 suppliers, of which 21 received payments over £50,000. The procurement strategy lists the major areas of purchase:

|                              |                                     |
|------------------------------|-------------------------------------|
| Building & civil engineering | £400,000 from 11 suppliers          |
| Equipment                    | £275,000 from many suppliers        |
| Printing and stationary      | £150,000 from many suppliers        |
| Advertising                  | £100,000 from a number of suppliers |
| Fuel                         | £140,000 from 1 supplier            |

The council follows the European Procurement Directives, UK law and its own Financial and Contract Procedure Rules.

It retains a standard list of approved suppliers, which was established following

- local, national or trade advertising
- completion of questionnaire by potential suppliers
- checks on accounts and references
- evaluation

### 3. Plans and reviews

The council's latest CPA report is on the audit commission website

[www.auditcommission.gov.uk](http://www.auditcommission.gov.uk) go to *Local Government*, then *Chose Authority*, and look for *Tewksbury District Council* in the alphabetic list

Its Best Value performance plan is available at:

[http://www.tewkesbury.gov.uk/media/pdf/k/q/2005\\_BVP\\_WEB\\_1.pdf](http://www.tewkesbury.gov.uk/media/pdf/k/q/2005_BVP_WEB_1.pdf)

Other plans and strategies, including

- The Council's Plan for 2004/08
- The Council's vision and values
- The Community Strategy
- The cultural strategy

can be found at [www.tewkesbury.gov.uk](http://www.tewkesbury.gov.uk), look for the dropdown menu on *Council*, and select *Plans and Strategies*.

## The Primary Care Trusts

There are three primary Care Trusts (PCTs) in Gloucestershire, which receive their budgets directly from the Department of Health. Since April 2002, Primary Care Trusts have taken control of local health care while the Health Authorities monitor performance and standards, as well as commission services from GPS and other NHS trusts; they often provide community services in their own right.

Their role is to

- develop primary and community services, to improve the quality and co-ordination of care;
- purchase secondary care (District, general and regional hospital services); and
- work in partnership with local authorities and voluntary organisations, to enhance services and activities that improve health.

Whilst the majority of their budget are committed to commissioning from hospital and ambulance trusts, PCT's often commission innovatory, or intermediate care service

### 1. West Gloucestershire PCT

The PCT is divided into nine patch teams:

Central Gloucester  
East Gloucester  
South East Gloucester  
North Gloucester  
South Forest  
North Forest  
South West  
North Gloucester  
Newent and Staunton

Contact details:

#### **West Gloucestershire PCT**

Unit 14, Highnam Business Centre, Newent Road, Highnam, Gloucester GL2 8DN

Tel 01452 389400

[www.westglospct.org.uk](http://www.westglospct.org.uk)

Deputy head of commissioning is Ann Jarvis-Wanklin,

[ann.jarvis-wanklin@glos.nhs.uk](mailto:ann.jarvis-wanklin@glos.nhs.uk)

A full list of contacts at the PCT, including head of commissioning, can be found at :

<http://www.westglospct.org.uk/westglospct/pdf/april2005contacts.pdf>

### 2. Cotswold & Vale Primary Care Trust

A large proportion of the 190,000 population reside in the three large towns of Cirencester, Stroud and Dursley, & Cam. The rest of the population lives in small market towns and villages.

The PCT shares the same boundaries as Cotswold District Council, Stroud District Council, Gloucestershire Social Services and Gloucestershire Constabulary.

Contact details:

Cirencester Hospital, Tetbury Road, Cirencester, Gloucestershire,  
GL7 1UX

Tel: 01285 884694

[www.cotsvalepct.org.uk/](http://www.cotsvalepct.org.uk/)

The Head of commissioning is Michael Adamson, email: [michael.adamson@glos.nhs.uk](mailto:michael.adamson@glos.nhs.uk).

### **3. Cheltenham and Tewkesbury Primary Care Trust**

The Primary Care Trust covers Cheltenham borough, Tewkesbury town, Prestbury, Winchcombe and Bishops Cleeve. We bring together 13 GP practices serving residents in Cheltenham, Leckhampton and Charlton Kings with 3 practices serving residents across Prestbury, Bishops Cleeve and Winchcombe and 3 further practices serving residents living in and around Tewkesbury town.

As well as improving the health of local people, and access to health services, the PCT commissions primary care, hospital services, and runs the two community hospitals in Tewkesbury and Winchcombe.

Cheltenham and Tewkesbury Primary Care Trust  
Unit 43, Central Way, Arle Road, Cheltenham, GL51 8LX  
Tel: 01242 548800  
[www.chelttewkpct.org.uk](http://www.chelttewkpct.org.uk)

Head of commissioning is Kate Bowdler, email [kate.bowdler@glos.nhs.uk](mailto:kate.bowdler@glos.nhs.uk), direct phone line 01242 548846.

## Other organisations

### 1. Gloucestershire Partnership Trust

The Gloucestershire Partnership Trust aims to protect and improve the mental health of the people of Gloucestershire, by working in partnership with people who use services, their carers and other agencies.

Employing almost 2500 staff on over 50 sites, it provides:

- Child and adolescent mental health services
- Specialist substance-misuse services
- Mental health and social care services for adults of working age
- Mental health services for older people
- Specialist NHS services for people with learning disabilities
- Services to residential care homes run by MEND and Mayfield Trust

Its approach to developing services is laid out in "A Strategy for Promoting Mental Well-being in Gloucestershire: 2002 – 2005". This action plan and progress reports are available on its website, [www.partnershiptrust.org.uk](http://www.partnershiptrust.org.uk), follow the links to *about us* and then *Our Mental Wellbeing*.

The Gloucestershire Partnership Trust  
Trust Headquarters  
Rikenel  
Montpellier  
Gloucester  
GL1 1LY  
Tel: 01452 891000  
Fax: 01452 891105  
[www.partnershiptrust.org.uk](http://www.partnershiptrust.org.uk)

### 2. The South West Centre of Excellence

The regional centre of excellence is based in Dorset County Council; it became operational in January 2005, and has launched a series of projects. One project aims to co-ordinating the procurement approach across the region to identify:

- common suppliers
- opportunities for driving efficiency
- the mix of smaller businesses

The Director of the Centre is Julian Morley  
The first point of contact is the administrator:  
Claire Morecroft  
01305 757230  
[c.morecroft@dorsetcc.gov.uk](mailto:c.morecroft@dorsetcc.gov.uk)

### 3. Gloucestershire Procurement Partnership.

The partnership is funded by the South West Centre of Excellence. One of its key aims is to produce a contracts database, by 2006. The current chair is Allan Wathan, based at Gloucestershire County Council 01452 425000.