

# APPENDIX 4 CAMBRIDGESHIRE & PETERBOROUGH COMBINED AUTHORITY

## **PROCUREMENT STRATEGY**

## 1 Background

#### 1.1 Introduction to CPCA

- 1.1.1 The Cambridgeshire and Peterborough Combined Authority is a mayoral authority and as a body governed by public law are required to carry out their procurements in accordance with the Public Contracts Regulations 2015 (as amended).
- 1.1.2 The Authority, in addition to complying with its statutory obligations, is committed to delivering against best practice, government policy guidance and in response to feedback provided by any third-party individual or organisation.

## 1.2 Document purpose

- 1.2.1 The Authority is updating this document to take into account the recommendations from a recent procurement review.
- 1.2.2 The document has been aligned to the National Procurement Strategy as best practice.
- 1.2.3 The document sets out the procurement function vision, aims within the broader context of the authority's corporate objectives

#### 1.3 Document Structure

- 1.3.1 The document is split into 4 parts
- (a) Part 1 Background
- (b) Part 2 Overview of the
  - (i) vision, values, and principles
  - (ii) aims and objectives
- (c) Part 3 Action Plan setting out the specific areas of improvement and target outcomes for each of the next two years of the strategy.
- (d) Part 4 Monitoring and Reporting

## 2 Procurement Strategy for 2023-2025

#### 2.1 Introduction

2.1.1 This Part sets out the Cambridgeshire & Peterborough Combined Authority broader considerations

#### 2.2 Vision, Values & Principles

#### 2.2.1 <u>Visions</u>

(a) A Procurement function that delivers on compliance whilst also being efficient and effective is achieving both the contract and the Authority's broader goals

#### 2.2.2 Values

(a) The Authority strives to serve its community by working cooperatively with partner authorities, local businesses, local groups, and residents, whilst also leading with compassion; this to feed into the design of all procurements and through to their contract management and reporting.

#### 2.2.3 Principles

(a) In delivering the procurement function and strategy, the authority is committed to their processes being transparent in their requirements, creating a fair and open competition, with the goals of delivering value for money and maximising public benefit as a driving factor in defining a desirable outcome.

## 2.3 Specific Aims and Objectives

2.3.1 In addition to considering the behaviours listed in the National Procurement Strategy, the Authority has included their won, more specific aims and objectives which came out of the external procurement review.

#### 2.3.2 Aims (purpose / goals/ What)

(a) An appropriately resourced procurement and contract management function delivering an efficient and effective service using a standardised set of templates with supporting guidance all managed through a clear and simple governance and approvals process.

#### 2.3.3 Objectives/ Improvements (short term outcomes)

- (a) Increased level of appropriately skilled resource
- (b) Updated Policy and Social Value Commitments
- (c) Clearly defined Roles & Responsibilities
- (d) Updated suite of procurement and legal templates
- (e) An efficient and effective governance and approvals process
- (f) Improved Data Collection & Usage

#### 2.3.4 Timescales

(a) This strategy is designed to be delivered over a two-year period with an annual review scheduled for the end of 2024

## 2.4 Strategy Goals (Against NPS)

- (a) As of the date of this document, the authority's current maturity assessment against the National Procurement Strategy was calculated to be 1.8.
- (b) As part of the authority's improvement process, a number of behavioural goals have been identified and included within an Action Plan as detailed in Part 3. These goals have been tailored to the Authority's specific aims and objectives and reflect the recommendations from the external review feedback.
- (c) The goals (where relevant) include references to the recommendations from the procurement review in brackets against the relevant area)
- (d) Over the next two years the aim is to increase the authority's maturity level to between Developing to Mature (2-3)
- (e) Progress to be assessed at the end of 2024 using the National Procurement Strategy metrics and this document refined as appropriate.

#### 3 Action Plan

#### 3.1 Introduction

3.1.1 This plan is aligned to the behaviours detailed in the National Procurement Strategy 2022; it considers each of the identified behaviours within the context of the Authority's current level of maturity.

#### 3.2 Plan Structure

- 3.2.1 The Plan is split into, enablers, showing leadership, behaving commercially, and achieving community benefits.
- 3.2.2 Within each of those section, a number of areas for improvement have been identified, with the goals being Authority specific and details the specific improvements to be achieved (although not always quantified)

## 3.3 Procurement Capability & Talent

3.3.1 Developing talent includes professionalisation of Authority procurement talent, addressing recruitment and retention of procurement talent and developing agile procurement talent that can address commercial challenges and innovation in the procurement role.

Areas	current	Target Year 2024	Target 2025
Resourcing levels	Current team	Proposed team	Proposed team
(Procurement operating model)	No FTE Procurement & Contracts     Manager      No FTE Procurement Officer      No FTE Procurement Assistant	Addition to the team of 1 no FTE Contracts Manager An additional 2 no FTE Procurement Officer Access to external support to facilitate delivery against the 2024	Team structure review in consideration of progress against the below action plan activities and overall strategy  Identify outstanding or newly identified activities against team capacity and capability and then address the resourcing requirement in consideration of the tasks
Training	Currently team training  The Procurement Manager is working towards ILM qualification	Propose Team Upskilling Carry out a team skills review/ create skills matrix and training plan Course on Contract Law Basics Training on new Procurement Bill	Skills review  Update skills and training matrices, identify at least two courses for each individual to continue with upskilling commitment

## 3.3.2 Delivery Considerations

- (a) The achievement of these goals will be dependent on
  - (i) funding and approval to recruit
  - (ii) a budget for staff training and upskilling

## 3.4 Digital Technology

3.4.1 **Why is it Important** - Rapid use of data is critical for understanding how to manage procurements and contracts. Increasing data and transparency date is available, along with artificial intelligence, and making good use of this will be key to managing the pressures on Local and Combined Authorities

Areas	current	Target Year 2024	Target 2025
Electronic Tendering	Developing  Use of electronic tendering and quotations system for some tenders or quotes (either as a dedicated system or tender box rental)	Mature  Use of electronic tendering and quotations system for all tenders or quotes (either as a dedicated system or tender box rental)	N/A
Contract Management	Minimum  Limited procurement and contract management information available via static sources.	Developing  Some procurement and contract management Information available online to all stakeholders with appropriate search and filtering.	Developing  Working towards Comprehensive procurement and contract management information available online to all stakeholders with appropriate search and filtering
Spend Data	Minimum  Only basic information available regarding contracts awarded and spend both on and off contract and this is controlled by finance.  Available data not classified to facilitate strategic procurement planning	Developing  Update technology to provide more detailed breakdown of spend both against contracts and standard reporting classifications.  Usage limited to finance	Developing  Technology can be used to provide spend dash boards and can be used by procurement and senior managers to aid if planning and cost management of contracts.

## 3.4.2 Delivery Considerations

(a)	The achievement of these goals w	ill be dependent on		
(a)	_	•		
(i) Resourcing to enable all procurements to be managed centrally				
	(ii) budget for the additional module and training in its use			
	Finance systems being able to link to the procurement system and export data in a useful format and which can be manipulated to produce dashboards and other reports			
3.5 Stakehol	lder Engagement			
3.5.1	their delivery are robust. Councillo	nority's vision and strategic priorities and must be satisfied is make key decisions, particularly in major projects, and recessary. Councillor engagement needs to be supported is.	maintain oversight of the performance of key contracts,	
3.5.2		llors are fully engaged with procurement and commercial proved. Councillor engagement leads to better project del		
Areas	current	Target Year 2024	Target 2025	
Engaging	Developing	Mature	Leader	
Councillors	Councillor engagement is varied depending on the nature of the procurement, the value, and the political sensitivity	Establish a set protocol for engaging with councillors with the aim of their input adding value/ improving the outcome of the procurement	Increase engagement levels across all procurements based on an objective criterion and include a post award mechanism for monitoring the benefits of engagement	
Engaging Senior	Developing	Mature	Leader	
Management	Senior managers acknowledge the role of procurement but there is limited engagement throughout the process and decision making	Establish a Gateway Process which is managed through a procurement committee made up of senior managers across various considerations, e.g., financial, legal	Review Gateway process and introduce a lesson's learned protocol that links back to the Gateway process so as to measure the benefits of the process and allow process improvements	
Process	Developing	Mature	Leader	
	Although there is a structured approach to how procurements are managed (as set out in the Contract Procurement Rules) it	Establish a clear set of guidance that includes clear roles and responsibilities of all individuals involved in a procurement and procedures to be followed in different situations and ensure they are effectively	Review guidance document, including gathering feedback from across the Authority on how clear the processes are and whether the roles and	

	is still not clear what the role of procurement is or exactly how all procurements are to be managed	communicated to all officers, managers, and stakeholders	responsibilities as defined are delivering effective / improved outcomes	
Training &	Minimum	Mature	Leader	
Development	Currently there is no formal training programme for officers and managers; but rather, training is delivered on an adhoc basis	Establish a clear set of training requirement for officers, senior managers, and stakeholders; including, the updated CPRs, the procurement Bill, contract management, procurement templates and the Gateway Process. Create an attendance/ training register	Review training matrix and current skill level inconsideration of procurement outcomes, through the use of lessons learned processes and feed this into the training programme for the year	
Working With	Minimum	Developing	Mature	
Partners – Culture	Currently there is silo working with some individuals carrying out procurements without input from procurement or considering involvement from other teams (including partner Authorities)	Communicate the Authority's commitment to a shift from silo working and a culture of 'one team' both within the Authority and where appropriate, working with partner Authorities	Establish a centralised 'one team' approach to procurement whereby all procurements consider the needs/ enable input from the whole Authority and are delivered in a consistent	
3.5.3	Delivery Considerations			
(a)	The achievement of these goals wi	Il be dependent on		
	(i) External support to aid in developing a Stakeholder Engagement Strategy			
	(ii) A commitment from Stakeholders to work with procurement and external advisors to agree the required processes and subsequent training			

for relevant individuals.

3.6 Behaving Commercially					
3.6.1	What it is: There are many ways in which commercial opportunities can be created through the strategic management of the commercial cycle and the services and assets delivered through the contracts it creates. Commercialisation is a broad and important subject to the sector. This key area is confined to how officers, working with the procurement team, should work to identify and create commercial opportunities.				
3.6.2		venue is reduced, organisations are required to look ays, including procurement design, and collaborative	at other means of reducing funding deficits. Commercial and innovative procurements		
Areas	current	Target Year 2024	Target 2025		
Forward Planning	Developing	Mature	Leader		
	Forward planning is limited to governance/ reporting requirements rather than for strategic procurement purposes	Forward planning is undertaken on all strategic and cyclical contracts to enable input from procurement/ commercial, adoption of lessons learned and opportunity to discuss any shared contracting opportunities with partner Authorities  The Gateway process and lessons learned process to link into this.	Forward planning for contracts has developed to form an integral part of the organisation's budget setting and expenditure forecasting process  Procurement procedures, including the gateway process, are updating accordingly to reflect any practical changes to process		
Option Appraisals	Developing	Mature	Leader		
	Currently these are undertaken on high value/ high risk procurements only with the option appraisal focussing on the route to market	Establish a policy/ guidance and embed this requirement within the Gateway process, a requirement for all relevant procurements to undertake an option appraisal that considers commercial, social and risk factors	Review the option appraisal process and seek to extend it out to include a broader range of contracts and working collaboratively with partner authorities in conducting the options appraisal.  Include reviewing the recommendation from the options appraisal in the lessons learned activities		
Market & Supplier	Minimum	Mature	Leader		
Engagement	Sometimes undertaken if time permits, the procurement is novel, or there is a political imperative	Establish a policy/ guidance and embed this requirement within the earliest stage of the forward planning/ Gateway process, for all relevant procurements.  This to also include guidance on how the gathered information is to be used and managing potential supplier advantage.	Outcomes from market and supplier research are used to shape and determine the content and timing of the procurement process used.  Outcomes are also used to contribute to the risk management process and options appraisal process. Procurement input is viewed as an integral aspect of market and supplier research and analysis		

Tendering	Developing	Mature	Leader	
	Focus still on compliance and standard cost and quality ratios but innovation sometimes considered.  Tenders are mainly viewed as legal documents but written in plain language.  Procurement team is sometimes invited to contribute to the planning phase.	Focus is on balancing costs, quality, social value, and innovation.  Tenders are considered a collaborative effort by the project team, procurement and legal  The tendering process, including the planning phase of the procurement are embedded into the procurement guidance	Tendering is seen as an essential, important, and commercial process with all parties to be involved from early planning, through the conduct of a procurement up to award, and being appropriately resourced to do so.  The strategy for tendering is reviewed and update (and potentially embedded into the Gateway process) where relevant	
Performance	Minimum	Mature	Leader	
Reporting	Performance reporting is minimal and predominately relates to grant funding conditions	Performance reporting is carried out for both commercial and social value commitments and this information is collated and reported quarterly for all strategic contracts	Performance reporting is seen as an integral part of the organisation's culture with reports on commercial and social benefits achieved are included in each contract's performance dashboard	
			This information is used to update the authority's procurement policy and strategy	
Post Contract	Minimum	Developing	Mature	
Review	These are uncommon and tend to focus on poor contract performance	Post contract reviews are to be undertaken on all high risk/ high value procurements with the aim of	Post contract reviews are undertaken as a general process on all contracts.	
		improving outcomes and identifying commercial opportunities	Procurement is part of the team that participate in these reviews so that learning can be utilised in future procurements	
3.6.3	Delivery Considerations			
(a)	The achievement			
	(i) Internal resource to manage ar	nd monitor delivery against these actions		
	(ii) External support to aid in devel	oping a processes and templates		
	(iii) A commitment from stakeholde	ers to feed into the design of these processes		

## 3.7 Establishing a Procurement Hub (Not based on the NPS behaviour/ areas)

- What it is: There are many ways in which commercial opportunities can be created through the strategic management of the commercial cycle and the services and assets delivered through the contracts it creates. Commercialisation is a broad and important subject to the sector. This key area is confined to how officers, working with the procurement team, should work to identify and create commercial opportunities.
- 3.7.2 **Why it is important**: As funding and revenue is reduced, organisations are required to look at other means of reducing funding deficits. Commercial opportunities can be created in many ways, including procurement design, and collaborative and innovative procurements

Орроги	opportunities can be created in many ways, including procurement design, and collaborative and inflovative procurements				
areas	current	Target Year 2024	Target 2025		
Procurement Operating Model  (Including, Procurement Policy, Roles & Responsibilities, Procurement Guidance, Contract management, & Delegated Authority)	This information is included in the Contract Procedure Rules and a separate procurement policy document	Create separate documents that detail  Procurement Guidance (including roles and responsibilities, delegated authority)  Procurement Policy  Contract Management	Carry out a staff survey to identify areas of improvements, relating to process and usability of the templates, and implement accordingly		
Procurement Templates (Improve Procurement scrutiny)	There is a current suite of procurement templates including instruction documents, response templates etc, held by procurement in a local drive.	Update the suite of procurement documents to work with the new strategy, in consideration of the Procurement Bill and to cover various procurement scenarios  Update business case and programme templates  Make the templates available centrally  Provide training on usage	Carry out a staff survey to identify areas of improvements, relating to process and usability of the templates, and implement accordingly		
Legal Templates (Contracts and Grant Agreements)	Currently officers are 'recycling contracts' without input from Legal	Create an updated suite of documents that are owned and managed by legal, but which can be accessed but not issued without appropriate approvals in place.	Carry out a staff survey to identify areas of improvements relating to process and usability of the templates, and implement accordingly		
Gateway Process (Improve procurement scrutiny)	No current process in place	Design and implement a gateway process that covers the various stages of a procurement with the application being based on value, risk, political interest, or another identified requirement.	Carry out a staff survey to identify areas of improvements relating to process and benefits/ issues identified, and implement accordingly		

		Consult stakeholders and senior managers on the process Set up a Gateway approval committee			
Lessons Learned	Minimum	Developing	Mature		
	Currently the use of a formal lessons learned process is adhoc and limited	Lesson learned activities to be carried out following the award of a contract all strategic procurements; this to be embedded in the gateway process and finding used to refresh procurement documents and guidance	Lesson learned activities to be extended to include other stages (gateways) for strategic procurements and training to be delivered off the back of the findings.		
Staff Programme of Training					
2.7.2 Delivery Considerations					

## 3.7.3 **Delivery Considerations**

- (a) The achievement
  - (i) Internal resource to manage and monitor delivery against these actions
  - (ii) External support to aid in developing processes and templates
  - (iii) A commitment from stakeholders to feed into the design of these processes

3.8 Managing Contracts					
3.8.1		What it is: Contract and relationship management is the process by which all contracts and variations are managed effectively to control costs, secure the quality and timeliness of agreed outcomes and performance levels, and minimise the occurrence of risks.			
3.8.2	Why it is important: Poor contractor performance or commercial failure can increase delivery costs, seriously damage an Authority's reputation and its ability to deliver effective services and support to local communities. Lack of contract management can result in commitments made during the procurement period not being realised.				
area	current	Target Year 2024	Target 2025		
Information	Developing	Mature	Leader		
Storage and Accessibility  (Including the contract register)  (Implement a contract management tool)  Change Control  (Contract management process)	Contracts register exists via the etendering portal.  Data held is generally limited to contracts awarded through the portal so many not be up to date, but efforts are being made to increase data quality and the percentage of third party spend listed on the register.  Minimum  No change control policy in place except for isolated contracts	Purchase of contract management module  Contracts register is dynamic and provided through the e-tendering portal.  Fully visible to the whole Authority with read, write, edit, and search capabilities for all contract owners and managers.  Developing/ Mature  A change control process/ guidance exists and is used to capturing all contract changes for all strategic contracts	Contract register is fully accessible and includes all Authority spend  Information is always up to date with comprehensive, complete, and accurate records on all contracts.  Contracts register has action or renewal alerting capabilities for contract owners and managers  Leader  All contract changes and variations processed through change control stored on the contracts register. Details shared online with contract managers, owners, and		
Supplier Financial	Minimum/ Developing	Developing/ Mature	contractors.  Leader		
Distress (Refresh legal templates)	Recognition of a need for early engagement with suppliers and some strategic contracts do include a financial distress clause	The Authority has a structured approach, as part of the contract management process, for engaging with suppliers in financial difficulties	Financial distress clause included in all contracts and reviewed in consideration of the contract nature and risk levels.		
		All standard form contracts to include an appropriate financial distress clause			

Savings & Benefits Delivery (Contract management process)	Minimum  Savings and benefits are delivered from some contracts but not a part of any formal process.	Developing  Create a formal process for capturing savings and reporting benefits committed and subsequently delivered from all strategic contracts	Mature Savings capture from contracts and benefits realisation is applied uniformly across the organisation and reported quarterly to councillors/ CA Board.	
Recognition & Cultural Acceptance	Minimum  There is no recognition by the organisation of contract and relationship management. Only job roles which are fully designated to managing contracts are designated as contract manager in their title	Developing  There is recognition by the organisation of the importance of contract and relationship management  Job roles are designated as contract manager or contain specific contract and management activity in their content description in some departments	Mature  Contract and relationship management is recognised by the organisation as being essential to its overall performance.  Job roles are designated as contract and relationship manager or contain contract and relationship management activity in their content description as a formal policy.  Performance is reviewed with job holders in their annual appraisals	
Skill & Knowledge	Minimum  Staff have limited access to any contract and relationship management skills (since COVID) and knowledge programmes.	Developing  Staff have access to general contract management training given as a one-off exercise rather than an ongoing skills enhancement programme	Mature  Contract and relationship management is acknowledged as a core competency across the organisation.  Briefings on contract and relationship management are given in all induction and management programmes.  Refresher programmes are available to all staff involved in contract and relationship management	
3.8.3 (a)	Delivery Considerations  The achievement  (i) Internal resource to manage and monitor delivery against these actions  (ii) External support to aid in developing processes and templates  (iii) A commitment from stakeholders to feed into the design of these processes			

3.9.1	What it is: A series of actions and policies designed to reduce or even eliminate the probability of a perceived risk occurring and minimising the detrimental effects that may occur should it materialise.				
3.9.2	Why it is important: The occurrence of any risk, particularly when it could be foreseen, can have a devastating impact on the organisation's reputation and the lives of the people it serves, the quality of the services that it provides, and even its financial viability.				
area	current	Target Year 2024	Target 2025		
Strategic Risk	Minimum	Developing	Developing		
	Currently strategic risk is not the focus of procurement.	To extend the procurement strategy to cover  • Modern Slavery  • Supply Chain & contractor Failure  • GDPR  • Fraud & Financial Loss  • External Events  At the level of developing	Embed the additional strategic activities into all authority procurements at the level of Mature		

3.10 Creating	Social Value					
3.10.1	3.10.1 <b>What it is</b> : Social value is about improving economic, social, and environmental wellbeing from public sector contracts over and above the delivery of the services directly required and at no extra cost.					
3.10.2	3.10.2 <b>Why it is important</b> : Experience from procurements let by councils that have fully integrated social value requirements has shown that a minimum of +5 per cent to +20 per cent social value (according to sector) can be obtained on contract value by way of direct community benefits					
Consideration	current	Target Year 2024	Target 2025			
Social Value	Minimum	Developing	Developing/ Mature			
Policy	No specific corporate-wide policy in place.  Although procurements do, on an adhoc basis, seek to achieve social value from the procurement	Social value is recognised as a core principle supported by a published social value policy and implementation strategy.	Social value implementation is underpinned by an overarching social value statement which is reviewed annually.			
		Requirements are tailored to reflect size and scope of contracts	Process and policy are in place to identify which contracts should include social value.			
		Training for officers on social value to be provided				
Measuring Social	Minimum	Developing	Developing/ Mature			
Value	Measuring social value in a very limited way	The Authority's chosen way of measuring social value has been mapped to meet their specific policies.	The 'golden thread' is maintained between the measurement standard, corporate strategy, and the Authority's social value policy			
		Outcomes are weighted where appropriate to council and local priorities.	Measurement of social value is generated across all procurements above a threshold.			
Procurement	Minimum	Developing	Developing/ Mature			
	Social value is considered in contracts. Social value is included in	Social value is included in all tenders over an agreed threshold.	Social value is included within procurement policies, and these are made available to all potential suppliers.			
	quality assessments as part of the quality and price matrix.	The Authority's measurement standard is adopted for all relevant tenders and consideration is given to contract size and scope to determine the measures to be applied.	The Authority's relevant standards are published to allow bidders to prepare their approach to social value in advance of tenders being published			

Contract	Minimum	Developing	Developing / Mature
Management Reporting	Contracts are not monitored in any coherent way for social value post award.  Limited or informal social value reporting and feedback only.	Specific, targeted social value is included within the procurement stage.  These are bound into the contract and performance monitored	Annual feedback to the Combined Authority Board and Overview & Scrutiny committee on social value creation. Robust reporting is in place on progress and delivery and published annually.  Processes are in place to ensure lessons learnt and feedback is incorporated for continuous practice improvement including benchmarking.  Meetings are regularly held with contractors to discuss delivery of social value
Supporting SMEs	Minimum	Developing	Developing
	Although there is a desire to support local SMEs, there is minimal commitment/ methodology to deliver this	To extend the procurement strategy to cover Policy Relationships Engagement Procurement Contract Management	Embed the additional strategic activities into all Authority procurements at the level of Mature
3.10.3	Delivery Considerations		
(a)	The achievement		
	(i) Internal resource to manage and monitor delivery against these actions		
	(ii) External support to aid in developing processes and templates		
	(iii) A commitment from stakeholders to feed into the design of these processes		

## 4 Monitoring and Reporting

## 4.1 Monitoring

- 4.1.1 Monitoring against the goals within the strategy will be an annual review process.
- 4.1.2 This will include consulting with various stakeholders and an assessment against the National Procurement Strategy behaviours

## 4.2 Reporting

4.2.1 Following each review, a report on progress will be shared with the board and updates to the strategy recommended.

## 4.3 Updating

4.3.1 This document will be updated following either an annual review or if updated guidance is issued by government such that it makes any of the goals no longer appropriate.