



Procurement Strategy Review & Refresh

City of York Council

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Report for City of York Council

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1.0 Introduction

Eunomia has been commissioned by North Yorkshire County Council, on behalf of 14 local authorities in York, North Yorkshire and West Yorkshire, to review existing procurement strategies, with a view to providing guidance and recommendations as to how these can be refreshed to reflect climate emergency commitments and goals, and regional circular economy priorities. The review includes providing guidance on the development of methodologies that build carbon reduction and circular economy principles into the procurement processes.

The overarching aim of this project is to support the reduction of greenhouse gas emissions derived from the procured goods, works and services, through the mechanism of a Low Carbon Procurement Toolkit. This will drive low carbon outcomes in procurement exercises, sending clear signals to the supply chain that reduced emissions are valued and 'rewarded'. Project deliverables include:

- **Task 1** – a review of local authority procurement strategies, to understand current positions on the climate emergency, low carbon or sustainable/circular procurement;
- **Task 2** – guidance in the form of model wording and recommendations, to support local authorities to strengthen and align individual strategies against specific climate commitments and goals, and sustainable/circular procurement priorities.

The following report sections, prepared for City of York Council ('the Council'), set out a summary of the research methodology, the findings of the strategy review, and guidance and recommendations to support a refresh of existing strategies against the aforementioned policy commitments.

2.0 Task 1 Methodology: Procurement Strategy Gap Analysis

Eunomia used a gap analysis matrix to rapidly review the procurement strategy and climate emergency targets submitted by each individual local authority.

Eunomia allocated a score to each strategy consideration (such as reference to climate emergency), with 0 = no reference, 1 = some reference, 2 = fully addressed.

Recommendations were then noted and are provided in a Table 3-1 in Section 3.0 below. A template 'Sustainable Procurement Strategy' has also been provided in Section 4.0 to further support the roll-out of these recommendations.

3.0 Results of Task 1: Summary of Gap Analysis

A desk-based review of the Council's Procurement Strategy was carried out against a pre-defined set of 20 criteria (detailed in Table 4-1 in Appendix A.2.0), agreed with the project steering group. The criteria considered how effectively the Council's current Procurement Strategy reflected the corporate climate emergency and carbon reduction goals, along with other factors such as inclusion of social value.

The initial 20 criteria assessed have been collated and summarised in 7 summary criteria and presented in Table 3-1 below. The table shows the summary RAG (Red – 0, no reference; Amber – 1, some reference; Green – 2, fully addressed) rating based on the initial assessment, together with recommended actions to fully embed and reflect the appropriate climate emergency and sustainability goals within the Procurement Strategy.

Table 3-1 Summary review of the Procurement Strategy

| Summary category | Score | Comments |
|---|-------|--|
| Procurement Strategy identifies and links to corporate goals on carbon reduction, sustainability, circular economy | 2 | The Procurement Strategy makes clear commitments to carbon reduction and sustainable procurement, and these commitments are supported by a link to the overall Council aim of being a 'One Planet Council'. However, there is no commitment to the circular economy. Note: the Strategy is out of date (being for the period 2017-19) and it should be noted that the commentary and recommendations are based on this expired strategy content). Recommendation: recognise the need to move to a more circular economy, with lower resource use, in the Procurement Strategy. |
| Social value addressed in strategy | 2 | There is a clear commitment to delivering social value in the Procurement Strategy. Recommendation: draw a link in the Strategy between environmental benefit and delivering social value. |
| Environmental impact from procurement / climate emergency referenced and date included | 1 | While the Strategy clearly recognises that environmental impacts of procurement can be reduced, neither the climate emergency generally, nor the Council's Net Zero target date of 2030, are mentioned explicitly in the Strategy. |

| Summary category | Score | Comments |
|---|-------|---|
| | | <p>Recommendation: make an explicit declaration of the Council's aim to achieve Net Zero emissions by 2030, and produce an action plan to reduce procurement emissions in line with this target.</p> |
| <p>Strategy aligned to wider external goals/documents</p> | 0 | <p>Recommendation: link the Procurement Strategy and its goals to those of the York and North Yorkshire 'Circular Yorkshire' plan.</p> |
| <p>Scope 3 work undertaken in procurement</p> | 0 | <p>Recommendation: undertake a carbon audit of the Council's Scope 3 emissions (as part of a wider organisational carbon audit if necessary), and include detail on how these Scope 3 emissions can be reduced in the Procurement Strategy.</p> |
| <p>Steps in place for reducing carbon impacts of procurement</p> | 1 | <p>There are some loose references to reducing the carbon impacts of procurement in the Procurement Strategy, however no clear approaches to doing so were identified.</p> <p>Recommendation: develop a set of low carbon tender specifications, as well as an Action Plan that identifies the procurement actions required to help deliver corporate targets and Net Zero goals, together with team members' responsibilities and deadlines. For example, consider categories approaches or upcoming relevant tenders to target carbon reduction.</p> |
| <p>Action Plan in place</p> | 0 | <p>There is no specific set of actions outlined to reduce the carbon emissions from procurement.</p> <p>Recommendation: develop a Procurement Action Plan with short, medium and long term goals and clear dates and owners, which includes specific carbon reduction actions and targets.</p> |

The recommendations in the table have been based upon documentation supplied during the course of this project, and hence may not reflect any other existing operational practises or policies that relate to the procurement function. Therefore, the recommendations should be used as a guide to implement and reflect climate emergency and sustainability/circular priorities and principles within the Council's Procurement Strategy. To aid with this process, a template 'Sustainable Procurement Strategy' is provided in Section 4.0 in the form of guidance, to help demonstrate (through example model wording) how corporate goals relating to environmental targets and commitments can be embedded within the councils' procurement objectives. This includes an accompanying draft action plan.

4.0 Model Wording

4.1 Explanation

The proposed model wording in this section of the document follows good practice, ‘exemplar’ procurement and commissioning strategy structures, or related guidance (e.g. CIPS or UK, Scottish or Welsh Government guidance) and recognises the Council’s desire to build low carbon value into procurement exercises. Section 3.0 above provides outputs of the RAG analysis relevant to the model wording detailed in this section.

Model wording has been drafted in the form of a ‘**Sustainable Procurement Strategy**’ to reflect the shift in strategic importance of actions carried out by the Council linked to procurement. The Procurement Strategy, by its very nature, should reflect the key drivers of the Council and aid the delivery of those objectives. It therefore serves well to demonstrate the strategic focus on ‘delivering sustainably’ and recognising the role of the Procurement Strategy as an overarching policy document. Having one such key document (rather than a procurement strategy followed by several individual strategies on topics such as climate emergency, fair work and social value) enables a rounded approach to consideration and delivery of key objectives, whilst also ensuring that a coherent, systematic annual review and update of relevant documents can be achieved.

4.2 Use of the Model Clauses

The model clauses have been structured as a complete Sustainable Procurement Strategy to demonstrate the importance of linking the drivers and actions of procurement activity with overarching corporate goals (creating a ‘golden thread’ through the organisation).

The Council can elect to use the template in its entirety, or to adopt selected elements of relevant template text. Text in **red** should be amended to reflect the Council.

Note: all references to corporate and procurement themes, commitments and objectives, categories and council service areas are for example only, for the purpose of this model wording. The Council should align the template to their specific objectives, goals and structure .

4.3 Template Sustainable Procurement Strategy

4.3.1 Introduction

This Sustainable Procurement Strategy (the ‘Strategy’) is for the period [2021-2025].

The Strategy combines the [Council’s] strategic priorities and core sustainable procurement principles to ensure the Procurement department can support and enable delivery of these priorities and principles. [The strategy should set out the context to which its content relates at organisational, regional and national levels].

The Strategy has been adopted following consultation with [X], and following review of progress against previously defined actions and the revised core priorities of the Council

provided in **corporate plan [X]**. The strategy has been approved by the Council's **[senior leadership group]**.

The Council continues to make progress towards further embedding and delivering on its sustainability goals, including its commitment to be **carbon neutral / Net Zero by 20XX**. To support this, and to deliver our duties under **[relevant national legislation¹]**, we commit that, to the furthest extent possible, our procurement activities will be sustainable, ethical and fair.

The Strategy will demonstrate how the Council will commit to climate and circular economy principles in its procurement activity and report ongoing progress against these commitments.

*The Council has signed up to help achieve the commitments set out in the **York and North Yorkshire Local Enterprise Partnership 'Circular Economy Strategy'**, which seeks to have York and North Yorkshire "thriving as a competitive, carbon-neutral circular economy that benefits businesses, society and the environment, by 2030". The CE strategy recognises that "Our current economy is reliant on a 'take-make-dispose' model. This wasteful use of resources results in economic loss, environmental damage, substantial carbon emissions and widening social inequalities."*

As a result, the Council wants to ensure that the **£Million** it spends annually on procurement of goods, services and works contribute to the delivery of these critical priorities. The Strategy identifies and maps the steps that the procurement function will carry out to deliver on a better, low-carbon future for its community.

4.3.2 Vision (or Mission)

We will support departments across the Council by ensuring the requirements for goods, services and works are procured in a way that supports the Council's environmental objectives and maximises the achievement of Best Value.

The Council's procurement vision is:

"To be a leader in delivering value for money services in an innovative and forward-thinking way, by embedding responsible procurement decisions across our activities to support and deliver an ethical and environmentally beneficial service for all."

¹ E.g.: The National Procurement Strategy for Local Government 2018

The Public Services (Social Value) Act 2012 (which requires consideration of the economic, social and environmental benefits of procurement)

The UK Public Contracts Regulations 2015 (which provide the legal framework for expenditure of public funds)

4.3.3 Council Corporate Priorities

The Council's **Corporate Plan for 20XX – 20XX** sets out three main priorities under the headings 'Environment', 'Economic' and 'Social'.

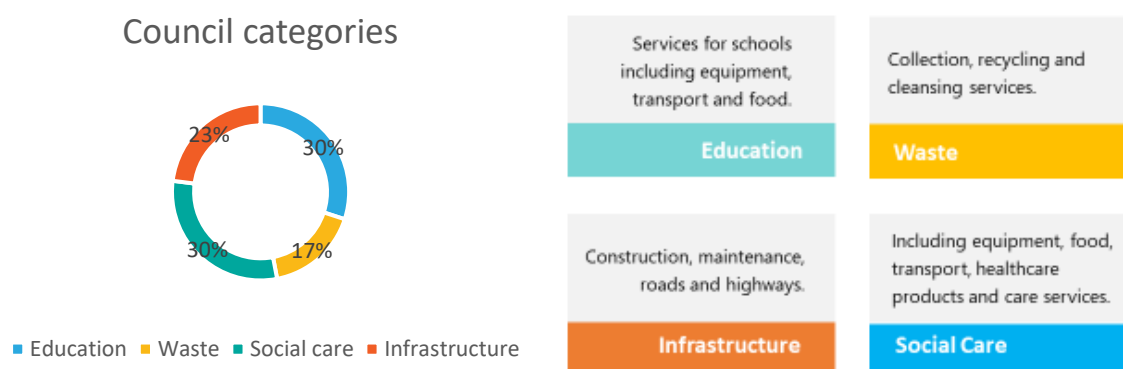


| [Example] Corporate Priority | [Example] Key Commitments |
|------------------------------------|---|
| Environment | <p>[Env 1] The Council has recognised the climate emergency as a key priority and set out in [document] its approach to delivering net zero by XXXX across its operations.</p> <p>[Env 2] The Council commits to achieving a target of less than X% waste to landfill by XXXX.</p> <p>[Env 3] The Council commits to eliminate all single use plastics within the Council's direct operations (office and site functions) by XXXX.</p> <p>[Env 4] The Council commits to all fleet vehicles to being either wholly electric, or using alternative, low-carbon fuels by XXXX.</p> |
| Economic | <p>[Econ 1] The Council will maximise employment opportunities in our area, through increased award of contracts to local businesses, targeting X% spend with local suppliers by 20XX.</p> <p>[Econ 2] The Council will increase local employment through targeted skills development, training and employment programmes and use of relevant Social Value criteria in contracts.</p> <p>[Econ 3] The Council will generate innovative ways to solve pertinent social and environmental issues by working with the local community and businesses.</p> <p>[Econ 4] The Council will ensure budgets are spent ethically, fairly and transparently, securing maximum value for residents.</p> |

| [Example] Corporate Priority | [Example] Key Commitments |
|------------------------------------|--|
| Social | <p>[Soc 1] The Council will increase spend with local SME's and VCSE's by X% by 20XX.</p> <p>[Soc 2] The Council will target delivery of relevant social value through commissioning and contracts, maximising the value that can be achieved for every £1 spent.</p> <p>[Soc 3] The Council will engage with the local community and businesses to identify and reflect local priorities for social engagement, inclusion and development through service provision.</p> <p>[Soc 4] The Council will improve the quality of the lives of those living and working in the local community, by creation of improved economic wellbeing, employment opportunity and healthier communities.</p> |

4.3.4 Our Sustainable Procurement Approach

The Council spends circa £XM per year on goods, works and services. All procurement activity is governed by Council Standing Orders [include as a footnote reference] and defined governance procedures to ensure spend is fair, ethical and transparent, as well as fully compliant with relevant legislation.



For the period 20XX – 20XX [or demonstrate year on year progress] we have achieved X% spend with SME's, X% with VCSE's and over X% is spent within the local area.

Through responsible and efficient procurement processes we have achieved savings of X% / £X in the period 2019/20. In addition, we have delivered social value initiatives including:

[LIST any notable social value achievements]

4.3.5 Sustainable Procurement Objectives

The sustainable procurement objectives have been developed to align with and support the overarching corporate themes (Social, Economic and Environmental). The Action Plan details how these objectives will be delivered.

| Corporate Theme | Procurement Objective | Applicable Corporate Objective |
|--------------------|--|--|
| Environment | <ul style="list-style-type: none"> • Embedding carbon reduction commitments into contracts, through community and market engagement, and embracing innovation. • Taking action to meet the challenges of the climate emergency by procuring and delivering services that work towards the Council goal of net zero by XXXX. • Working with service areas to determine a forward contracting plan and ensure tenders are prepared, so that more sustainable outcomes are embedded. • Working with service areas to identify alternative products to eradicate the need for single use plastics in Council operations. • Building greater circular economy principles into purchasing activity wherever possible. | <p>Env 1, Env 2</p> <p>Env 1, Env 2</p> <p>Env 4</p> <p>Env 3</p> <p>Env 1, Env 2, Env 3</p> |
| Economic | <ul style="list-style-type: none"> • Improving access to public sector contracts by SMEs / VCSEs through increased market engagement and events, use of lots within tenders where feasible, and promotion of subcontracting opportunities. • Increasing the volume and value of contracts delivered by local businesses. • Delivering savings whilst achieving efficient, value for money delivery of public services. • Including social value requirements in all relevant tender opportunities to maximise value achieved in contract delivery. • Encouraging innovative service delivery through early market engagement. | <p>Econ 1, Econ 2, Soc 1</p> <p>Econ 1, Econ 2, Soc 1</p> <p>Econ 4</p> <p>Econ 2, Soc 2</p> <p>Econ 3</p> |

| Corporate Theme | Procurement Objective | Applicable Corporate Objective |
|-----------------|--|---|
| Social | <ul style="list-style-type: none"> • Increasing the impact of social value delivered under contracts by better commissioning and contract management. • Building fair and ethical working conditions into all contracts for procured goods and services delivered by the Council. • Being a Living Wage employer and asking the same of our suppliers. • Drawing on the wealth of skills and knowledge in the community and working in partnership to deliver relevant and innovative solutions. • Encouraging local businesses, SMEs and VCSEs to tender for opportunities through use of tender processes which facilitate access to these organisations. | <p>Soc 2, Soc 4</p> <p>Soc 4</p> <p>Soc 2, Soc 4</p> <p>Soc 3</p> <p>Soc 1, Soc 3</p> |

4.3.5.1 Delivery Plan

The Council has committed to deliver these objectives through the Action Plan below.

4.3.5.2 Monitoring, reviewing and reporting

The Strategy and the Action Plan will be updated annually by reviewing progress against the objectives and monitoring actions defined in the Action Plan.

The annual review will be reported to the [\[Senior Management Team\]](#). The Council will publish an annual procurement report on its procurement activities following the end of each financial year.

A.1.0 Action Plan

| Priority | Procurement Objective | Action | Measure of Success | Target Date/Owner |
|---------------|--|--|--|-------------------|
| Environmental | Embed carbon reduction commitments into contracts, through community and market engagement, and embracing innovation. | Ensure environmental criteria are appropriately assessed within all tenders, considered fully across all phases of the procurement to maximise impacts across the procurement process and contract management. | Reduce negative environmental impacts of contracts (e.g. track CO ₂ outputs, miles travelled, waste produced, recycling etc). | |
| | Take action to meet the challenges of the climate emergency by procuring and delivering services that work towards the Council goal of net zero by XXXX. | Ensure suppliers are aware of the Council's environmental objectives through supplier dialogue events and proactive contract management. Use preliminary market engagement to ensure market readiness for low carbon / circular supply routes. | Increase environmental outcomes from contracts (e.g. more recycled goods, more efficient vehicles, longer life equipment etc). | |
| | Work with service areas to determine a forward contracting plan and ensure tenders are prepared so that sustainable outcomes are embedded. | Develop service area plans and forward tender plans to facilitate sufficient pre-market engagement and research, stakeholder support and finance structure to enable sustainable outcomes to be successfully embedded. | Produce service area contracting plans to improve environmental outcomes for the 'high risk' contracts. | |

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|---------------|---|---|---|--|
| | Work with service areas to identify alternate supplies to eradicate the need for single use plastics in Council operations. | Identify relevant categories, commodities, contracts and suppliers with high use of single-use plastics. | Zero single use products being purchased. | |
| | | Research which products can be easily / immediately banned or replaced with suitable alternatives. Put in place timed replacement plans through engagement with service areas / contract users and suppliers. | | |
| | Build greater circular economy principles into purchasing activity wherever possible | Carry out category level research to identify the commodity and product areas most relevant to adopt circular principles, in place of linear purchasing. | X contracts switched to a circular model instead of linear. | |
| | | | | |
| Social | Increase the impact of social value delivered under contracts by better commissioning and contract management. | Ensure social value is given [x% / at least x% / appropriate weighting] in all tenders to embed its importance into supplier selection. | All applicable tenders have included social value. | |
| | Drawing on the wealth of skills and knowledge in the community and | Develop / Measure benefits of social value in contracts using an appropriate tool (e.g. TOMs) so that outcomes can be reported on and compared. | Increase benefits year-on-year by using the appropriate tool. | |



| | | | |
|--|--|---|--|
| working in partnership to deliver relevant and innovative solutions. | Ensure suppliers are aware of the Council's social value objectives to improve the quality of tenders, the services provided by existing suppliers and to promote the benefits of social value in general. | Results of supplier questionnaire demonstrate increased understanding of social value. | |
| | Ensure social value is followed through in contracts to realise the anticipated from benefits suppliers. | Publish annual social value delivery report. | |
| | Utilise community and market engagement to generate links between organisations and potential innovative social value solutions. | | |
| Build fair and ethical working conditions into all contracts for procured goods and services delivered by the Council. | Identify categories vulnerable to ethical risks (such as modern slavery), increase use of contractual supply chain transparency requirements, and publish our response to Section 54 of the UK Modern Slavery Act. | High risk categories identified, and strengthened bidder assessment and contract clauses used in re-tender. | |
| Being a Living Wage employer and asking the same of our suppliers. | Retaining Living Wage accreditation by striving for same standards within our supply chains. | | |

| | | | | |
|-----------------|--|---|---|--|
| Economic | Improve access to public sector contracts by SMEs / VCSEs through increased market engagement and events, use of lots within tenders where feasible and promotion of subcontracting opportunities. | Hold supplier engagement days and develop a supplier questionnaire to identify barriers to entry and how these can be addressed. | Year-on-year increase in percentage of spend retained with 'local' suppliers, SMEs and/or VCSEs. [note – some form of definition of “local” is needed] | |
| | Increase the volume and value of contracts delivered by local businesses. | Attend local SMEs’ business events to meet local suppliers and to promote the Council as an attractive customer. | | |
| | Including social value requirements in all relevant tender opportunities to maximise value achieved in contract delivery. | Produce and regularly update a forward plan of upcoming tenders so that businesses have an opportunity to plan ahead for tenders. | | |
| | Encourage innovative service delivery through early market engagement. | ‘Lot’ or ‘Reserve’ tender opportunities for local SMEs or VCSEs where possible. | | |
| | | Mandate inclusion of social value in all applicable tenders above £X. | | |
| | Deliver savings whilst achieving efficient, value for money delivery of public services. | Measure and report total non-pay spend, contracted spend and spend influenced by procurement. | No greater than 5% of spend not under contract or influenced by procurement. | |



| | | | | |
|----------------|---|---|---|--|
| | | Measure contract savings (across the life of a contract) and demonstrate the value add of a procurement process | Deliver £x or x% of spend savings by 202x. Reported savings include cost avoidance of purchases not made (avoided) through alternate sourcing models. | |
| | | Work collaboratively with all service areas to move non-contracted spend to contracted spend, and to identify potential collaborative opportunities. | Reduction in non-contracted or maverick spend and increased shared contracts across the Council leads to reduced costs in duplicated efforts and focused contract management. | |
| | | Develop Whole Life Costing (as appropriate) into evaluation of tenders to ensure value-for-money across the expected use of equipment or services is considered, and not just the purchase price. | Key tenders are evaluated on whole life, or life cycle cost basis. | |
| General | Ensure compliance with all relevant public procurement legislation and regulations. | Ensure procurement staff are appropriately trained in tendering and contract management in order to support these objectives. | No legal challenges to contract awards. | |

| | | | | |
|--|---|--|-------------------------------------|--|
| | Staff literate in sustainable procurement issues and mitigation routes. | Arrange appropriate environmental / sustainability training sessions for procurement teams to support capability development in areas such as carbon literacy, or circular economy principles. | All staff attend training sessions. | |
| | Review the Councils' procurement tools, templates and procedures to ensure sustainable opportunities are maximised. | Ensure sustainability issues are identified by spend category and threaded through procurement procedures. | | |

A.2.0 Strategy Review Assessment Criteria

Table 4-1 The criteria used in the procurement strategy review

| | Criterion |
|------------|--|
| 1 | Procurement recognised as having influence on environmental impacts |
| 2 | Clear commitment to carbon reduction |
| 3 | Clear commitment to sustainable procurement |
| 4 | Clear commitment to circular economy |
| 5 | Clear commitment to Social Value |
| 5.1 | Council recognises environmental benefit that can be delivered through social value |
| 6 | Commitment(s) supported in overarching organisational goals |
| 7 | Climate emergency recognised/referenced |
| 8 | Net Zero commitment with target date |
| 8.1 | Target date |
| 9.1 | Aligned to York and North Yorkshire Local Enterprise Partnership "Circular Economy Strategy" |
| 9.2 | Aligned to West Yorkshire Combined Authority "Tackling the Climate Emergency" |
| 10 | Scope 3 emissions detailed as a relevant procurement impact |
| 11 | Scope 3 / Carbon baseline completed |
| 12 | Carbon reduction included as an outcome in tender strategies |
| 13 | Low carbon specifications/tenders in place |

| | Criterion |
|-------------|--|
| 14.1 | Portfolio analysis for carbon impact completed, OR |
| 14.2 | Portfolio analysis for carbon impact planned (date given) |
| 15 | Category priorities for carbon reduction identified |
| 16 | Procurement Action Plan in place, with clear targets, dates and owners |