A Plan for Public Procurement

Enabling a healthy future for our people, farmers and food producers

Dr Peter Bonfield, OBE, FREng - Chairman







Contents

Prime Minister's Foreword	2
Foreword from the Secretary of State for Environment, Food and Rural Affairs	3
Chairman's Introduction	4
Introduction	7
What does the Plan aim to do?	9
The current situation	9
Our solution	9
How does the Plan achieve its goals?	10
Outcomes of the Plan	12
Theme 1: A toolkit for procurers and suppliers	12
Theme 2: A strong partnership across the public and private sectors and beyond	14
Theme 3: Enduring action – for the longer term	16
Call to action	17
Recommendations	17
Acknowledgments	19





Prime Minister's Foreword

England's public sector spends £1.2 billion every year on food and drink.

I want to ensure that money is spent on nutritious and sustainable food, delivered by Britain's thriving rural economy.

So I am delighted to welcome this new report from Dr Peter Bonfield OBE, which sets out an enhanced food procurement approach for public bodies. This new approach ensures that food bought by the public sector will meet the highest possible standards, from nutritional content through to how and where the food is produced.

And because British farmers produce to such high standards, they are well-placed to benefit significantly from this new approach. The plan outlined in these pages has the potential to drive £400 million of investment into the UK's rural economy, further supporting the Government's long term economic plan.

Central Government departments have already committed to using this procurement framework - and I expect many schools and hospitals around the country to do the same, following the lead of the innovative case studies outlined here today.

This new framework will help British farmers create more jobs and invest in more sustainable practices. And it will help millions to eat better quality food.

It's a triple win - and one I warmly welcome.

The Rt Hon David Cameron MP Prime Minister of the United Kingdom

Dail Comen





Foreword

from the Secretary of State for Environment, Food and Rural Affairs

Peter Bonfield's work will mean that schools, hospitals and other public sector bodies will be able to choose the most healthy, tasty, local food, boosting high quality, British producers.

Often schools and hospitals, due to rules from Europe, feel obliged to go for the lowest priced contractor, but this can be a false economy. It can mean higher costs in the long term, when fewer children take up meals and patients leave unappetising food uneaten.

What the organisations that already follow this approach have shown is that procurement focused on high quality, tasty food is actually better value for money because of higher take-up. It also means meals are healthier and more enjoyable. Giving schools, hospitals and Government departments the ability to choose on the basis of nutritional value, traceability and quality will mean they are able to make much better decisions in the interest of patients, students and employees.

There is a huge potential economic benefit to farmers and food producers. Food and farming is already Britain's largest manufacturing sector, with 3 million people working in it. This deal will mean a further £400 million of business available for this important industry.

The Plan for Public Procurement makes the buying process simpler and gives a clear message of what the public sector is looking for. It will give our food industry the confidence to invest in new products and open up the supply chain to a wider range of companies, like small businesses and new entrants. More suppliers mean a more competitive food sector and better value for money; that's good news for taxpayers.

British products are known throughout the world for their quality and integrity - we want schools, hospitals and all public sector organisations to be able to enjoy them.

The Rt Hon Elizabeth Truss Secretary of State for Environment, Food and Rural Affairs

Mysleh Juns





Chairman's Introduction

This report represents the outcomes and recommendations of an initiative, *A Plan for Public Procurement: Food and Catering Services*, which I was asked to Chair and to report on in summer 2014 by the then Secretary of State for Environment, Food and Rural Affairs, Owen Paterson.

We set out to ensure that public sector procurement of food and catering services maximises the health outcomes of those people affected by it, in a way that boosts support for a vibrant and competitive UK food and farming sector, and which delivers the best value per pound spent.

Thanks to excellent support from ministers and officials across Government, and to extraordinarily proactive and positive collaboration from private sector businesses and organisations, the Plan has already achieved a significant number of outcomes that look set to have an enduring positive impact. These include:

Building and implementing a balanced scorecard

We have streamlined the myriad of standards and guidance previously in place to build a balanced scorecard for the public procurement of food and catering services. This scorecard, for the first time, brings a consistent buying approach across the public sector which embraces the key elements required for excellent procurement of food. This includes price, production, health and wellbeing, resource efficiency, socio-economic factors and quality of service. It brings a level playing field and enables choice.

The balanced scorecard does this in a way that encourages innovation, and so supports a more competitive and efficient UK food and farming sector. It supports our twin goals of enabling a healthy future for the many people from our society affected by public procurement of food and catering, alongside a healthy economic future for our farms and food producers. This is achieved in a way that is fully compliant with European Procurement Law and delivers best value per pound spent. The Balanced Scorecard is published separately from this report and can be found at:

www.gov.uk/government/policies/makingsustainable-development-a-part-of-all-governmentpolicy-and-operations .

Establishing an online marketplace

An online portal or 'marketplace' has been established to allow supply chains, caterers and customers to trade. It is particularly focussed on providing a place where SMEs are better able to supply the public sector and to deliver the value and cost benefits they offer.

Integration with previous and current food initiatives

The Plan has built upon an array of relevant work previously conducted. It has also worked closely with other current complementary programmes like the School Food Plan and Hospital Food Standards Panel and provides the clear and consistent procurement tools that enable their delivery in best value and cost effective ways, so that a truly integrated approach is achieved.

A commitment from private sector caterers and food producers

We have worked with major catering and food contractors in the UK to voluntarily adopt the Plan's balanced scorecard in their businesses.

Cooperation between assurance bodies

The majority of organisations providing assurance of type, and traceability of foods, are now cooperating on the Plan. Assurance bodies have a critical role in making the buying and supply process easier, and gives those involved confidence in the product, and where it comes from.

Creation of an innovation and competiveness activities programme

The Plan has linked with the Agri-Tech Strategy, which focuses on transformational innovation in the farming sector. It has also established a new Action Group which brings together the farming and food supply industries with Research Technology Organisations and government funders to identify and advance the innovation required to improve competitiveness. This Group embraces both pre- and post-farm gate innovation, and a competitiveness and innovation needs report will be published later this year.

Establishing a national programme of pilots

The balanced scorecard has already been embedded into government procurement requirements and practices. It is being applied across the country in a significant number of pilots to 'learn by doing' to build enduring partnerships between public sector customers and local farming and food supply chains.

Putting Working Groups in place

Working Groups have been established, each with a 3 year programme to continue the work of the Plan so that its potential is fully realised in time. These Groups cover Cross-Government Procurement, Catering and Food Suppliers, Assurance Bodies, Innovation and Research, and Local Enterprise Partnerships, which includes an active group of pilots.

A significant amount has already been achieved in the six months leading up to the publication of this report. With the strong commitment and collaboration built, the Plan looks set to make a lasting positive impact on both the health and wellbeing of those people affected by the public procurement of food, and the economic health and vibrancy of our farming and food sectors. The main focus of this report has been on public sector procurement, because money and funding, if used in the right way, delivers positive change.

I thank and commend the public and private sector organisations that have engaged so effectively on the Plan to date. As a consequence, all can feel a degree of pride in our achievements to date, and confidence that with continued commitment, this work will make an enduring difference.

Readers may be interested to note that the Plan took inspiration and methodology from the procurement and engagement activities used by the *Olympic Delivery Authority*, which through its EU Law compliant procurement programme, delivered outstanding and best value outcomes for the project, primarily from British companies who, through innovation, were best able to compete. The Plan is perhaps an unexpected Olympic Legacy outcome.





Dr Peter Bonfield, OBE FREng, Chairman





Introduction

Why did the Government embark on the Plan for Public Procurement?

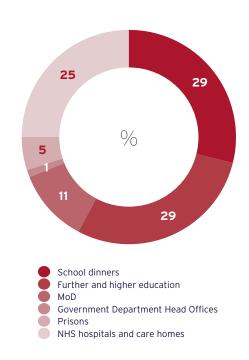
The public sector spends about £2.4bn per annum procuring food and catering services, which represents approximately 5.5% of UK food service sector sales. This money is spent feeding people in our schools, hospitals, armed forces, central and local government, government agencies, prisons and courts, and significantly affects their health, wellbeing, and habits.

In addition, it provides substantial revenue to the UK food and farming sector, which together employ around 3 million people in the UK's largest manufacturing sector, making an important contribution to the financial success and health of the rural economy. The public sector is estimated to spend about £0.6bn on imported produce.

Effective public procurement can deliver a range of benefits: it supports a thriving local economy, and supplies quality nutritious food for its customers. It can lead by example, magnifying its impact. It is capable of delivering a range of goals:

- Supporting farmers and food producers and rightly rewarding them for operating to high animal welfare and production standards;
- Building training opportunities into contracts, to ensure a well-skilled food and farming sector for the future;
- Tackling health issues by enabling people to eat well across the public sector, including in our hospitals, and contributing to wider societal wellbeing;
- Helping our school children to value their food by knowing where their food comes from, and how to cook healthy meals.

Public sector food procurement spend (from 3rd PSFPI report, 2010)



This case study illustrates opportunities and benefits offered by public procurement:

CASE STUDY: Sussex Partnership NHS Foundation Trust



The Trust is working with suppliers to improve its supply chain and food offering, with no increase in costs.

The trust's Catering Manager, William McCartney, has spent 9 years developing a market garden hub in partnership with a local farm, which originally offered wholesale fruit and vegetables at 20% lower cost than the existing supplier, although they were not always able to provide the volumes needed. William worked with the farmers to develop their business, e.g. to change planting methods to extend the range of produce and the growing season.

The market garden is now a central hub, collecting produce from other smaller growers in Sussex, giving access to wider public sector markets as other hospitals and schools also take produce from the hub. A major new contract to supply Sussex and Brighton Universities has generated new jobs. The farm's future is more secure, with greater financial security as a result of the consistent income stream from regular public sector customers. They are now able to invest in the latest processing and farming equipment to improve their operational efficiency and their manual handling procedures for their staff.

The budget is tight - total cost per patient (including staff costs) is between £6.50-£7.50 a day. This is possible because the kitchen uses efficient commercial principles and streamlined processes, producing 450,000 meals a year with 14 staff.

However, this sort of practice is not commonplace. The complexity of procuring food and catering services, working within EU procurement law, and meeting the challenges of tough cost constraints often mean that procurers find it difficult to access such opportunities and benefits.

We want to help public procurers access these benefits and opportunities. This is why the Plan was commissioned by the then Secretary of State for Environment, Food and Rural Affairs, Owen Paterson, to make excellent procurement the norm across the country, and to create a healthier, better-nourished society. This in turn will provide opportunities for the UK food and farming sector to respond to public sector demand and compete successfully, resulting in a strong, efficient, and growing industry.

To develop the tools to achieve this, we've learnt from the successes of the 2012 London Olympics, which successfully developed and applied a balanced scorecard for all procurement. The balanced scorecard is a comprehensive and straightforward set of criteria – set out in a simple visual form, which will be web-enabled. It allows a range of criteria to be considered alongside each other, including nutrition, sustainability, cost, taste and customer satisfaction. It includes minimum standards, which must be met, and optional criteria which give opportunities for suppliers to be rewarded for excellence, continuous improvement and innovation. It brings together other guidance and provides a simple, easy-to-use tool that makes good procurement straightforward.

We have adopted the principles of the Government's Procurement Pledge to open up markets. With others, we have developed a balanced scorecard for procurement and an easy-to-use toolkit and an action plan, which will evolve over time.

The Plan embraces wider work to support the UK food and farming sector, which includes growing our domestic food and farming sector by driving sustainable growth in the wider rural economy, and taking advantage of global demand for our excellent British products by increasing exports.



What does the Plan aim to do?

The current situation

- Procuring food and catering services are complex tasks requiring a considerable amount of expertise. Procurers are frequently stretched by the demands of their work, and meeting the challenges of keeping costs down.
- The majority of the public sector is not aware of which standards to buy to and consequently, different standards and approaches are used. This approach fails to use the purchasing power the public sector has, and fails to give a clear and consistent signal to the market of what it's looking for.
- Consequently, suppliers perceive the public procurement process to be confusing. This barrier (perceived or otherwise) makes it difficult for new entrants and SMEs to access the market.

Our solution

The ambition of the Plan is to address all of these issues. We have identified three key areas where public procurement could be improved:

Procurement

Making it easier for procurers to deliver a good service through a clearer, more consistent approach to buying catering services, or food for on-site kitchens.

Supply

Giving a clearer, more consistent method and message to suppliers, to show them exactly what the public sector is looking for. This helps suppliers identify areas in which to invest and innovate to produce products that meet this demand.

Supply chain

Opening up the supply chain to a wider range of companies, including SMEs and new entrants, in line with the Government's Procurement Pledge.



How does the Plan achieve its goals?

The Plan has highlighted the need to help change the behaviour of procurers, suppliers and customers. Change is necessary in order to meet our ambition of making it easier for procurers to deliver what is needed; for suppliers to be clear about what is wanted, and to make use of a wider supply chain.

Changing the behaviour of procurers

The Plan empowers procurers to voluntarily adopt the following practices, and in accordance with the Government's Procurement Pledge:

- Be transparent in setting out what the public sector needs. This gives farmers and food processors a clear signal of what the public sector is looking for, which will mean new entrants into the market and investment in systems and competitive production methods.
- Make use of a more consistent and efficient procurement process, making it simpler for procurers to buy what they need, whilst also helping SMEs gain access to public sector contracts.
- Seek to achieve best value for money, in line with Treasury principles. Those include economic, environmental and social value benefits, alongside keeping costs to a minimum, and supporting sustainable production systems, such as those practised by our best food producers.

Changing the behaviour of suppliers

Good procurement will only lead to a strong, efficient and growing sector if the sector also responds. We want to support farmers, the food and drink industry, public procurers and researchers to create a movement to expect excellent procurement.

This involves:

- SMEs and local suppliers responding to the new set of clear and more consistent requirements, making sure they are on the relevant portals and registration sites, and putting in bids,
- New entrants coming into the market,
- Existing players adapting what and how they produce for the sector, and
- Systems of assurance and verification being put in place, which are well-aligned to the toolkit to be used by suppliers. This will allow local farmers and food processors to demonstrate how they comply with the standards required by the Plan.

This needs the commitment of all producers and suppliers, with the support of organisations like Agriculture and Horticulture Development Board, Local Enterprise Partnerships and the farmers' unions. It also requires collaboration of the research and development sector.

The approach, as explained above, is consistent with the principles of the Government's Procurement Pledge.

The Government's Procurement Pledge

In 2012, Government launched the 'Procurement Pledge', setting out an agreed understanding with potential providers and their representative bodies:

- Give potential providers greater certainty of our future demand.
- Work with potential providers to identify and address strategic capabilities in supply chains to ensure providers are prepared to meet this future demand.
- Operate an open door policy for business so that we can develop a more strategic relationship with current and future providers.
- Give all types of potential providers, including smaller providers, simpler, more streamlined procurement processes.
- Back UK business when bidding for contracts overseas.

CASE STUDY: Food Company



This food company is a major supplier to the public sector and holds in excess of 200 contracts/supply arrangements with public sector organisations.

They employ over 2,200 people in almost every community in the UK. They prepare and produce food in Trowbridge, and distribute using one of the most environmentally friendly logistics systems in Europe.

Since 2007, they have achieved:

- 39% reduction in carbon*
- 43% reduction in water usage (litres excluding water in the recipe)*
- 42% reduction in factory electricity*
- Their returnable crate system has removed
 1.2m cardboard boxes per annum
- 50% reduction in food waste with all remaining waste diverted away from landfill into anaerobic digestion. Zero food waste goes to landfill.
- 40% reduction in diesel usage* via a computerised transport management, more efficient vehicles and driver training.

They are voluntarily adopting the balanced scorecard approach and have made a commitment to source more local food into their supply chain.

* per unit produced



Outcomes of the Plan

- 1 A balanced scorecard and toolkit for procurers: an enabling approach that is consistently applied for catering and food procurement across government.
- 2 A strong partnership: across the public, private sectors and beyond.
- **3** Enduring action: for the longer term.

Theme 1: A balanced scorecard for procurers and suppliers

A balanced scorecard for those buying catering services and those who run in-house catering services has been developed and introduced. This makes procurement consistent, creating a level playing field. It enables and rewards innovation. It makes it easier for procurers to buy high-quality British products, compliant with EU law. Suppliers can also use the toolkit to find out what public sector procurers are looking for, and place themselves in the best positions to win contracts.

The toolkit includes:

A. The revised Government Buying Standard (GBS)

This is a nationally-recognised baseline standard which assists public sector procurers to buy food and catering services that are nutritious and sustainably produced, achieving real value for money. Amendments have been made to strengthen the commitment to buy to UK standards of production (or equivalent) and to ensure that procurers or catering companies have systems in place to check on the authenticity of food.

B. The balanced scorecard

In general, a 'balanced scorecard' describes an evaluation approach where more straightforward criteria, such as cost, are 'balanced' against more complex criteria, such as health and wellbeing, resource efficiency and quality of service. By using a balanced scorecard, priority themes such as farm assurance, food waste management, and engagement with SMEs can be built into procurement decisions, alongside well-established criteria, such as animal welfare, nutrition, and energy management.

QUALITY AND VALUE							
COST	SERVICE						
	PRODUCTION	HEALTH & WELLBEING	RESOURCE EFFICIENCY	SOCIO- ECONOMIC	QUALITY OF SERVICE		
		REQUIREMENTS/AWARD CRITERIA CATEGORIES					
	SUPPLY CHAIN MANAGEMENT	NUTRITION	ENERGY	FAIR & ETHICAL TRADE	FOOD QUALITY		
	ANIMAL WELFARE	FOOD SAFETY & HYGIENE	WATER	EQUALITY & DIVERSITY	CUSTOMER SATISFACTION		
	ENVIRONMENT	AUTHENTICITY & TRACEABILITY	WASTE	INCLUSION OF SMEs			
	VARIETY & SEASONALITY			LOCAL AND CULTURAL ENGAGEMENT			
		•		EMPLOYMENT SKILLS			



- The balanced scorecard provides a clear and consistent method for the procurement of food and catering services across government, balancing quality and cost factors. It also includes the requirements of the GBS. It is comprehensive, covering everything from sustainability to taste and quality. It brings together guidance and reduces the need to seek out lengthy, complex documents, to make the procurement process more efficient and effective.
- It helps set out what good and excellent procurement looks like, going beyond the minimum standards of the GBS, and acting as a driver for continuous improvement and an innovative and more competitive food and farming sector. Many of the standards which go beyond the minimum are drawn from good practice in the Government Buying Standard, and will be balanced against cost to ensure that costs are kept under control.
- It not only helps to procure catering contracts and help those who run their own services to source food, but helps procurers and suppliers

- The balanced scorecard will be web-enabled to allow ease of access to relevant guidance, for procurers and suppliers alike. Succinct guidance is given throughout the balanced scorecard, and shows how the standards outlined in the balanced scorecard can be met. For example, it explains how farmers and suppliers can use assurance schemes to supply the public sector with safe, high-quality food.
- Case studies show how a range of public sector organisations are sourcing excellent catering services using balanced scorecard compatible methods; and how suppliers have responded to this demand with high-quality products. Example scenarios are provided to demonstrate how different organisations can use the balanced scorecard and toolkit.
- With consistent use of the balanced scorecard across the public sector, suppliers will have a clearer idea of what is expected and this will make it easier for SMEs to bid for contracts and to supply produce directly.



C. A procurement portal

for the sourcing of food, in partnership with the Crown Commercial Service, will be in place by September 2014. This allows suppliers to register to show the services or products they can provide and the area in which they are based. It is a clear route into the public sector marketplace, and will enable suppliers to check themselves against the balanced scorecard.

D. Access to centralised contracts consistent with Plan's principles

Framework contracts are available from the Crown Commercial Service (CCS) which incorporate the balanced scorecard principles, making it easier for those new to the procurement market. CCS will also offer a dynamic purchasing system which will allow smaller suppliers to register for government contracts.

E. A Food Procurement Information Service

will provide a helpline service, including a website with information, and details of workshops to support catering managers and food procurers in the public sector, and food producers and processors wishing to supply it.

Theme 2: A strong partnership across the public and private sectors and beyond

A strong and effective public and private sector partnership is required to make excellent procurement the norm across the country. Throughout the project, we have worked across the public and private sectors, sharing ideas and best practice on what excellent procurement should look like and on how best to develop and implement our recommendations. We have also taken initial steps towards working with the retail sector, so together, we can make a substantial impact on investment and innovation by using a more consistent approach to the procurement of food and catering services.

We've achieved this through:

- A statement of commitment by a broad range of public and private sector organisations to adopt the balanced scorecard in their businesses. This includes a range of organisations who are currently piloting the approach successfully.
- Linking with the School Food Plan. The School Food Plan, written by Henry Dimbleby and John Vincent, at the request of the then Secretary of State for Education, Michael Gove, aims to significantly increase the number of children eating good food in schools. The School Food Plan has created guidance, and an interactive website, to help schools and their caterers understand and use the revised standards for school food. The principles of the Plan form part of this guidance and schools are guided toward the toolkit, steering them towards using the balanced scorecard.
- Linking with the Hospital Food Standards Panel.
 The Hospital Food Standards Panel sponsored by the Department of Health and chaired by Dianne Jeffrey, Chairman of Age UK, is identifying food standards relating to nutritional care, healthy eating and sustainability relevant to NHS organisations.
- Establishing a set of Working Groups to support the delivery of the Plan. The Working Groups span Public Procurers, Assurance Bodies, Food Producers, Processors and Caterers, Innovation and Research Bodies, and Local Enterprise Partnerships.



Theme 3: Enduring action – for the longer term

Pilot projects

We are conducting pilot projects to test and develop the toolkit, in parallel with the rest of our activity, over the next two years. Our pilots will report back regularly to further refine the toolkit, act as exemplars for good procurement, and to help embed good procurement across the public sector.

Collaborative action

Five Working Groups have committed to work together for the next three years to support the continuous improvement of the toolkit, and the ongoing development of the Plan. These are:

- Innovation Action Group: This group involves the research community in identifying areas for innovation, forward-thinking, and to ensure that the toolkit remains on track for all those working with it. The group will be looking for opportunities to bring in funding from the Technology Strategy Board through the Small Business Research Initiative fund, which allocates funding to innovative responses to procurement competitions. The group is chaired by Steven Walker of Campden BRI.
- Food Producers, Processors and Caterers
 Working Group: This group has worked together
 to develop the balanced scorecard in a way that
 encourages excellence in food and catering
 services. This group will continue to focus on
 encouraging industry to adopt the balanced
 scorecard and toolkit voluntarily. The Group is
 chaired by Mick Hickman, of Compass Group.
- Assurance Bodies Working Group: This group brings together assurance bodies to develop an effective system which procurers can use to verify that the standards of the Plan are met. The Group is chaired by Minette Batters, of the NFU.

- Public Procurers Working Group: This group
 works towards agreeing a common language
 to co-create the toolkit, keep it under review
 to ensure it remains easy to use and helps the
 group deliver their goals. The Group is chaired by
 Colin Welch, from the Home Office.
- Local Enterprise Partnerships: This group
 is working to support the Plan through
 implementing the balanced scorecard and toolkit
 through public authorities, making local supply
 chains (both products and services) more visible.
 The Group is chaired by Tim Jones, from the
 Heart of South West LEP.

Measuring success

There are two elements of tracking success:

- Public sector procurers of food and suppliers monitor their own success: the balanced scorecard will help procurers and suppliers to develop key performance indicators, to identify areas of achievement, and for improvement.
- Understanding the performance of the public sector as a whole: currently we have limited information on procurement across the public sector, though considerable information is held by catering companies and suppliers on the food provided. Key government departments, the MoD, MoJ and Defra, will provide data on a quarterly basis to help monitor progress. For the wider public sector, a baseline survey will be done later this year. With this in mind, we are encouraging suppliers to monitor progress and hold relevant information, including data on the provenance of food.

Call to action

Our ambition is for the food industry, public procurers, researchers and farmers to get behind this approach - not only for now, but into the future.

We want to create an **expectation** around public procurement. We want excellence to be the norm so that:

- Public authorities are expected to source healthier and tasty food produced to the high standards expected in the UK,
- The food and farming sector is empowered to supply the public sector with the products that it demands.

Recommendations

For suppliers

- Suppliers should familiarise themselves with the balanced scorecard to understand what is required by the public sector.
- They should register themselves onto the procurement portal to help them compete for public sector contracts.
- They can seek help from, for example, their Local Enterprise Partnership or the Agriculture and Horticulture Development Board to provide advice on making the most of market opportunities.

For the public

- Members of the public should check whether their school, hospital or other public sector organisations providing food, make use of the balanced scorecard which includes the Government Buying Standard. If not, they should encourage them to do so.
- They should expect such organisations to serve healthy and tasty food.
- They should also ask about the provenance of food they buy in restaurants and from retailers, enjoying the diversity of food available.

For public sector procurers

- Procurers should commit to food procurement by using the balanced scorecard which includes the Government Buying Standard. They will find suppliers that can help them achieve this via the procurement portal.
- Procurers should be proactive in contract management, and work with their suppliers to ensure that they are sourcing responsibly and in a way which is compliant with the balanced scorecard approach.
- Procurers should know that there is support available and contact the Food Procurement Information Service for advice.
- Public sector procurers can contact Defra about their progress with the balanced scorecard and toolkit, and can participate in the dedicated Public Procurers Working Group, by emailing gbs@defra.gsi.gov.uk.





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