Procurement Plan 2020-2023



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1.0 Introduction

1.1 Plan Overview

Public Sector procurement functions are responsible for ensuring that exchequer funding is spent wisely to deliver strategic objectives at optimal value. In an operational environment where public bodies are being asked to achieve more with less revenue the importance of effective and efficient procurement has been brought into sharper focus, particularly since the establishment of the Office of Government Procurement (OGP) and the Local Government Operations Centre (LGOPC) as category specialists for the local government sector in 2014.

The public sector operates in an environment of public scrutiny and it is therefore essential to be able to demonstrate that procurement systems, processes and procedures are applied honestly and fairly to the highest possible standard.

1.1 Policy basis for a Procurement Plan

Cork County Council as a contracting authority within the public service is obligated to produce and publish a procurement plan under national policy the National Procurement Policy Framework to realise the benefits outlined below



1.2 Objectives of Cork County Council Procurement Plan 2020 - 2023

The overall objective of the Corporate Procurement Plan is to ensure the delivery of an effective and well managed Procurement Function that delivers the guiding principles of Procurement – value for money, equal treatment, transparency, proportionality and mutual recognition. This will be achieved through the planned actions detailed in Appendix 1.

The Cork County Corporate Plan 2020 - 2023 provides a strategic framework for Cork County Council to deliver its core functions and services. Under Strategic Theme7.2: Governance, the Corporate Plan demonstrates the importance of Financial Governance "Implement and maintain the highest standards of ethics and governance, standards in public office, management of fair and impartial regulation, adherence to the Public Spending Code and public procurement requirements, continuous improvement in standards, monitoring business and financial performance, ensuring value for money across all Cork County Council activities".

The Procurement Plan 2020 – 2023 recognises the integral role procurement has in the successful delivery of the following four areas of strategic purpose set out in our corporate plan:

- 1. Thriving and Prosperous Urban and Rural Economies Economic Prosperity
- 2. Clean and Green County Climate and Environment
- 3. Healthy, Happy and Inclusive Communities Community Value
- 4. Innovative and Forward-Thinking Council Innovative Delivery

To achieve this, the procurement plan which runs in parallel with the corporate plan will seek to;

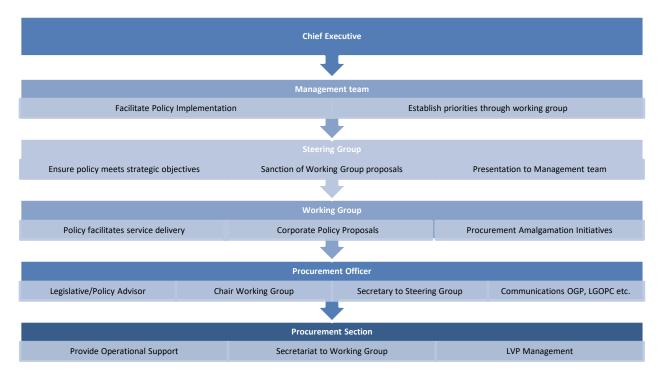
- Strengthen the link between procurement and delivery on the nine strategic themes of our Corporate Plan
- Demonstrate commitment to public procurement obligations by establishing an optimal procurement culture/model
- Support the executive and elected members in achieving better outcomes for our citizens
- Adopt compliant strategies that allow local SME economic operators an opportunity to compete fairly for business available from Cork County Council
- Support internal and external audit processes through transparent procurement
- Provide focus for future development and innovation in procurement
- Promote sustainability and ensure that green and social considerations are part of the procurement planning and delivery process

2.0 Procurement Function Overview

2.1 Internal Governance Structure

Cork County Council currently operates a devolved procurement function where divisions/directorates run competitions to procure goods for their section/division or on behalf of the entire council

The procurement governance structure outlined below seeks to support management and staff in meeting their procurement responsibilities by establishing strong links both internally and externally to deliver quality services in compliance with procurement requirements.



Roles and responsibilities within procurement are in line with standard budgetary roles and responsibilities and include:

Role	Description of main procurement responsibilities
Chief Executive	Corporate responsibility for procurement.
Head of Finance	Oversight responsibility for the procurement of goods and services and
	associated expenditure.
Director of	Secure appropriate budget/funding.
Service/ Head of	Ensure adherence to policy within their remit.
Function	Certify conditions for derogation.
Procurement	Corporate Oversight of procurement policy and ratification of working
Steering Group	group proposals for submission to Senior Management Team for final
	approval and adoption.
Procurement	Review procurement issues that may be presented for consideration
Working Group	and make recommendations regarding the deployment of the
	procurement function in CCC.

Procurement	Corporate procurement guidance
Officer	Update policy
	Monitoring and reporting
	Information dissemination
	Relations management – OGP, LGOPC, LGMA etc.
	Formulating and actioning strategies to enable corporate
	procurement opportunities and savings.
	Progressing Procurement Plan through the governance structure
Buyer	Manage and document all aspects the procurement process
	Conduct competitions on behalf of Cork County Council
	Ensure adherence to purchase to pay policy, mangers orders etc.
	Ensure contracts are managed

2.2 Policies and Procedures

Cork County Council has a number of policies supported by a comprehensive procedural and information portal to guide staff procuring goods, services and works on behalf of the council which include:

- 1. Cork County Council Procurement Policy 2020 (available publicly on our website)
- 2. Internal procurement portal operated and maintained as the sole information repository for all procedures, templates in addition to internal and national policy/guidance material.
- 3. Purchase to Pay Policy Revision in 2021

All procurement policies, templates and supporting guidance material have been prepared in the context of compliance with EU legislation, national policy, related guidance and other national/corporate operational policies.

2.3 Current Procurement Structure

Cork County Council operates a decentralised procurement structure, where procurement activities are devolved to end-users/ budget holders. While there are tangible benefits to this approach from a service delivery perspective it can be difficult to engage strategically and effectively with economic operators and speak to the market in one voice.

The Procurement Working Group having reviewed the procurement function within the Council, while recognising the benefits in the current model, believe there may be significant optimisation to be gained from moving toward a hybrid procurement model where some procurements would be managed at the centre while others would remain under local management.

During the lifetime of this procurement plan the procurement function will develop and evolve to an optimal hybrid model that best supports delivery of our strategic themes within our corporate plan.

2.4 Procurement maturity

Cork County Council has demonstrated considerable commitment to cultivating a corporate value culture within its procurement function by developing awareness and a common understanding of the importance of procurement in delivering quality services to our citizens.

In addition to putting in place a strong governance model, outlined earlier, the previous plan delivered an extensive bespoke awareness programme which teaches buyers key principles of procurement planning, running competitions and managing contracts focussing in particular on the links between the various stages of the procurement cycle to secure optimal outcomes that deliver on the need to be met at maximum value for our citizens.

The programme has delivered targeted bespoke awareness training which in addition to the above has raised awareness of the extensive internal and external supports available to staff. The following table outlines the phase one programme modules and their status as at the end of 2019.

Module	Programme progress December 2019
Procurement Dev Programme – Goods & Services (1 Day)	346 staff identified as needing training 306 staff have completed 40 will complete in Q1 2020
Procurement Dev Programme – Works (2 Day)	184 directly involved in works type contracts nominated 166 staff have completed 18 will complete in Q1 2020
Procurement Dev Programme Briefings – Goods & Services – 2020	Remaining administrative support staff, who all have key roles in ensuring delivery of quality services, will be briefed on their role in procurement through the administration of contract elements post award as part of the final programme element already developed to be delivered in Q1 2020.

Through the establishment of a strong governance model, delivery of an extensive awareness programme and development of extensive support structures Cork County Council has in place all of the elements that will facilitate further evolution to a fully integrative procurement function within strategic planning and service delivery during the lifetime of this plan.

2.5 Our future Procurement Model

Having assessed the strengths and weaknesses of various deployment models the working group drafted a proposal, approved by Senior Management Team, to implement a hybrid procurement model that will see the procurement unit maintain its current advisory role while expanding its corporate oversight and co-ordination role so as to inform the internal

governance structure on areas where improvements can be made in corporate procurement for their consideration and ultimate senior management approval.

The Council will also ensure that as required adequate skill sets are developed within or are available to the Procurement Section to allow it to both manage certain procurements centrally and have adequate oversight of procurement conducted across all divisions. Systems and processes will be enhanced to fully support this and allow the working group to monitor progress on specific initiatives, which will be outlined later in the plan, and make ongoing change recommendations as required to meet emerging needs.

3.0 Strategic Development of the Procurement Function

3.1 Procurement and our Corporate Plan

The Cork County Council Corporate Plan 2020 – 2023 explains how we aim to achieve our vision of 'A committed, innovative and focussed approach to collectively deliver the potential of Cork County for all of our people.' The Cork County Council Procurement Plan 2020 – 2024 recognises that procurement has an integral role in ensuring successful delivery on the following 9 strategic themes and corresponding corporate objectives which underpin our vision:

- 1. **Our people** Deliver our ambition through our people and continuous investment in our team, delivered with a focus on engagement and participation.
- 2. **Strong inclusive communities** A collaborative approach to building healthy, inclusive and resilient communities through social and economic development, enhancing our urban and rural communities guided by a quality of life ethos.
- 3. **Sustained economic vibrancy** Develop a vibrant Cork County economy that will sustain our social, economic and community development ambitions.
- 4. **Climate and Environment** Protecting our built and natural environment through sustainable development and employing climate adaption and mitigation practices that impact positively on meeting our climate action ambition for Cork County.
- 5. **Capacity for growth** Develop the physical infrastructure and physical environment to provide the best operating conditions for our community and economic sectors.
- 6. **Service Quality** Investment in people, place and process to deliver internal efficiencies and value for money in the delivery of quality services.
- 7. **Governance and democracy** Enhancing local democracy through the delivery of our priorities and objectives, behaving with integrity and acting in the public interest, consistent with our ethical, legal, regulatory and government policy obligations.
- 8. **Communications** Enhance our relationships with our stakeholders through internal and external communications programming to increase awareness of the breadth of services, activities and celebrate our successes.
- 9. **Innovation** A leader of change through continuous application of innovation across all areas of local government service delivery.

This procurement plan will outline the specific measures that will be undertaken which will allow the procurement function within the Council to evolve over the coming years to support service delivery under each of our strategic themes.

3.2 Our people

Staff Development

While significant progress has been made in raising awareness in the ever changing area of public procurement, across all levels of Cork County Council, we are mindful that ongoing training and development is necessary to equip staff in applying the often complex methodologies which need to be employed within procurement, particularly around informed decision making.

Many of the issues attributed to poor public procurement often relate to decisions made prior to the commencement of a procurement exercise itself. The Public Spending Code is the national policy framework which seeks to ensure optimal value for money is achieved across the entire public sector through the application of central technical references and economic appraisal parameters as standard.

As can be seen in Appendix 2 – 'Public Spending Code lifecycle and Decision Gates' it is important to note that procurement while at the heart of successful delivery of value is depended on many critical wrap around decision making tools which are essential to establishing the scope of the specific need to be delivered. The information gained from these wrap around processes is integral to effective procurement that can deliver sustainable ongoing and future service delivery.

Cork County Council will continue to develop the skills necessary to build internal capacity in strategic decision making, procurement planning and execution through training and mentoring our staff.

Knowledge Base

While procurement needs can often be varied and complex given the diverse nature of service needs, to be satisfied by the Council, many of the key procurement challenges regularly encountered are common across all sectors. It is therefore of paramount importance that information on innovative solutions and lesson learnt is captured and remains easily accessible to those attempting to develop solutions in current and future projects.

Building a knowledge base and information exchange hub will allow buyers to exchange ideas and build on the solid foundations already established through our existing Procurement Portal. Such a platform will facilitate continual improvement through internal collaboration via purpose-built communication channels which will support evolving structures as the development of our bespoke corporate procurement model progresses.

Agility

One of the core challenges faced, which is particularly difficult in the heavily regulated area of public procurement, is the ability to facilitate the agility needed to respond to the ever emerging and changing demands which are characteristic of life in the local government sector.

This procurement plan will deliver practical solutions which will focus on delivering a continuous flow of value with relevant internal and external stakeholders through frequent interactions and shared ownership of the unique challenges within local government service delivery.

The model and the processes being developed will be designed to expect uncertainty and manage it through iterations, anticipation and adaptation with shared responsibility for optimal effectiveness and results within the governance model while recognising that individual buyer's diligence is the ultimate source of value.

Through the development and use of situation-specific strategies, processes and practices both for local and corporate level procurement Cork County Council will ensure we have the capability to respond quickly in a compliant manner to deliver value for our citizens.

3.3 Strong inclusive communities

Social considerations

While there is no fixed definition for social considerations the concept is often more easily understood when we consider examples which public procurement can impact either positively or negatively which include;

- reducing unemployment,
- seeking to prevent the use of child labour and other forms of labour exploitation,
- preventing discrimination on the grounds of race, religion, disability, sex or sexual orientation,
- encouraging good employment practice,
- reducing social exclusion,
- promoting training opportunities for the young or disadvantaged, and
- facilitating access to work for people with disabilities.

While many of the above are already included in public procurement processes and contracts as a result of statutory requirements we must also ensure that our market engagement strategies do not have the unintended consequence of impeding social inclusion or failing to provide opportunities for young, disadvantaged or disabled people in our communities.

Cork County Council aims to ensure that social considerations are incorporated into all tendering processes being developed as standard and is monitored within contract management to facilitate success under this important strategic objective.

Reserved contract opportunities

The Public Procurement Directive 2014/24/EU extended the concept of a sheltered workshop whereby contracting authorities may decide to reserve the right to tender for any contract to a sheltered workshop which is now defined as one in which at least 30 per cent of the employees are either disabled or disadvantaged (rather than disabled only which was the case under the previous directives).

The term 'disadvantaged' is not explicitly defined in the 2014 Directive. However, Recital 36 of Directive indicates that the term includes the unemployed, members of disadvantaged minorities or otherwise socially marginalised groups.

Cork County Council will actively seek opportunities to use reserved contracts as a tool to deliver positive social outcomes for potentially marginalised groups to build strong inclusive communities.

3.4 Sustained economic vibrancy

SME Access to contracts

Circular 10/14 'Initiatives to assist SME's in Public Procurement' published by the Department of Public Expenditure and Reform in April 2014 provides guidance to contracting authorities, across the entire public service, on positive measures which they should take to promote SME involvement in public procurement. As a Local Authority, with specific responsibility for local economic development, Cork County Council has an even greater responsibility to put effective measures in place while balancing our obligation to ensure measures are complaint with EU public procurement law and national guidelines.

Within the working group and in collaboration with our Local Enterprise Office (LEO) the council will continue to identify and eliminate barriers to SME engagement where possible.

Market Engagement

In recent years Cork County Council has delivered some significant procurement successes in overcoming legacy operational challenges and resolving supply chain issues while still securing optimal value by adopting tailored market engagement strategies designed to address specific challenges and remove barriers to SME engagement.

It is the Council's intention to build on these successes in collaboration with our LEO to develop market engagement models that promote best practice market consultation which is integral to procurement planning, successful tendering and service delivery within contract management.

3.5 Climate and Environment

Green Public Procurement

Green Public Procurement (GPP) is a process where public authorities seek to source goods, services or works with a reduced environmental impact. Cork County Council has a

responsibility to promote green procurement, to support its environmental and wider sustainable development objectives. GPP is widely recognised internationally as an effective means for public administrations to manage the balance between cost effectiveness and sustainable development. Citizens need to be sure that what is purchased on their behalf has minimal harmful effects on the environment and society. At the same time, these goods, services and works must represent both short-term and long-term value for money.

Cork County Council's Climate Adaptation Strategy 2019 – 2024 commits to 'mainstreaming Climate Change in the delivery of its services and affecting change in terms of climate adaptation'. What this means in practical terms is that Cork County Council recognises the importance it plays in the local economy and its obligations to procure goods and services in an environmentally sustainable manner.

To achieve this, we will seek to educate buyers in measures which can be used within qualitative assessment to deliver positive green outcomes from our procurement function. Through improved communication channels we will also promote best practice GPP developed through initiatives such as GPP4 Growth which brings together partners from nine countries, to exchange experiences & practices and improve their capacities on implementing resource efficiency policies that promote eco-innovation and green growth through GPP.

3.6 Capacity for Growth

Anticipating future Need

Many procurement exercises seek to address an identified need at a specific point in time. Given the budgetary limitations that often exist it is difficult for buyers to consider putting in place procurement arrangements that build in capacity for growth.

Capital Works training already delivered has taught buyers to focus on the ultimate envisaged outcome that needs to be delivered and to work back to develop the steps needed to get there. This can present a difficulty for buyers when there is a need to build in growth capacity and communicating the need under the PSC to secure approval.

Within the governance structure and in partnership with our Finance Department we will develop proposals to factor growth capacity into demand analysis and detailed options appraisal so as to fully understand the long scale strategic relevance of a given project or programme which will in turn inform better procurement solutions.

3.7 Service Quality

Digital Transformation

As can be seen from the various elements outlined in this plan optimal procurement activity needs to integrate with and is dependent on effective planning, analytical and decision-making processes in order to deliver best value procurement outcomes. Traditionally this has proven difficult not least given that procurement activity has not always been fully integrated

at an early enough stage or that lessoned learnt data/information from previous undertaking is not easily accessible.

Access to clean reliable data is essential lifeblood to the further development of the procurement function in Cork County Council. Furthermore, having the right analytical tools and the talent to use them will greatly improve procurement decision making and effectiveness. This will drive better results that are accurate and measurable, resulting in lower costs and greater value.

Initiatives currently underway will see uplift in capability within our Financial Management Systems that will facilitate improved opportunity analysis from a corporate perspective which in turn will allow more informed strategic transformation of the procurement function. In addition to leveraging maximum benefit from the above this plan also seeks to progress seamless systems integration with management tools that will not only facilitate better decision making but also deliver optimal transparency, within the procurement function.

Procurement Function improvement

A core element to procurement success is moving from a function that reacts to one that can respond to future needs as they arise. This can range from having ready to use purchasing mechanisms in place that allow us to respond quickly when unforeseen funding becomes available, at short notice, to recognising that goods and services for projects currently underway will be required for other projects scheduled to start in the coming years.

Cultivating an environment and structure that allows us to easily identify strategic opportunities, reduce duplication of effort and eliminate the need for sometimes hurried responses, which can result in less than optimal outcomes, will yield resource savings and increased quality outcomes that will optimise value.

The initiatives included as part of this plan will see procurement fully integrated into strategic planning both at corporate and local level to facilitate continued delivery of fit for purpose and value adding services.

3.8 Governance and democracy

Open and transparent procurement

Our continued commitment to utilising standard national operating models including the use of eTenders, central purchasing mechanisms in place by the OGP/LGOPC and drafting publications under the model publications scheme ensures that we meet requirements under national policy.

While continuing to meet our obligation outlined above under this plan Cork County Council through its market engagement strategies and digital transformation initiatives will seek to increase transparency further thereby providing even greater assurance to our citizens of the quality and value being delivered through the services we provide.

Governance

The previous plan saw implementation of a strong governance model which is now fully operational. Adoption of this plan and delivery of its objectives will increase the impact and effectiveness of the model.

An important factor within any governance model is to ensure consistency across the corporate body which can prove particularly challenging in an organisation as large and complex as Cork County Council. To enhance the governance structures in place this plan will further develop the procurement operating model to test that standards are applied consistently in a transparent manner particularly regarding localised procurement within each directorate.

3.9 Communications

Collaboration

To further strengthen the existing governance model, it is proposed that Procurement Advisors would be identified across all departments. The Procurement Advisors will have built up experience and expertise in procurement and regularly use complex and detailed works procurement processes. The role of each Procurement Advisor will entail providing shared previous experience & lessons learned, process streamlining, document review and tender evaluation advice to staff, particularly those engaged in complex procurement processes on an infrequent basis. This initiative will facilitate peer support, lessen the need for external procurement advice, build up expertise in the organisation and increase time efficiency.

Engagement

Internally the enhancements to our evolving procurement function will see a significant uplift in procurement engagement across all areas of council activity. From an external perspective Cork County Council will continue to engage with national collaborative initiatives including working groups, OGP and LGOPC category councils, and market operators through LEO and peer networks within the national procurement model. The Procurement Officer will remain the primary communication channel with established national structures but will use developing structures to help identify key contributors to national and regional initiatives from across the council as the need arises.

3.10 Innovation

Innovation partnership

Research and innovation, including eco-innovation and social innovation, are among the main drivers of future growth and have been put at the centre of the Europe 2020 strategy for smart, sustainable and inclusive growth. The Public Procurement Directives 2014/24/EU explicitly state that 'Public authorities should make the best strategic use of public procurement to spur innovation'.

While it is possible to secure many products and services through standard market engagement and procurement activity contracting authorities often are unable to fulfil the specific need identified fully. Often in such circumstances contracting authorities end up 'settling' for what is readily available in the market and in the process possibly accepting a reduced service quality.

Cork County Council will seek to further develop buyer awareness of the opportunities available through innovation partnership to ensure high quality and sustainable services in such a way so as not to prevent, restrict or distort competition as required under the directives. Within this plan we will seek to develop communication channels both internally and externally to facilitate development of innovation proposals in compliance with procurement directives.

Appendix 1 - Procurement Function - Strategic Development Actions

Corporate Strategic Theme	Initiative	Objective	Actions / Deliverables	Target Date
Our People	Staff Development Knowledge Base	Ensure that staff skill sets are maintained and developed to meet strategic procurement needs. Take measures to ensure that learning is captured and used effectively to facilitate continual improvement.	 Develop and deliver bespoke PSC awareness training Develop and adopt a standardised strategic assessment model for CCC New staff who will be engaged in procurement attend procurement awareness training as standard. Ensure availability of continuous task specific training modules. Explore technology options already in place within the Council or explore new options. Develop and adopt a standard recording model 	1. Q2 2020 2. Q4 2020 3. Ongoing 4. Ongoing 1. Q4 2020 2. Q1 2021
	Agility	Put in place purchasing mechanisms that	Ensure CCC is signed up to all relevant OGP and LGOPC central purchasing mechanisms that meet	 Ongoing Ongoing Ongoing

		allow us to respond quickly to emerging needs.	2.	our needs and formally adopt as the corporate solution as appropriate. Identify gaps where frameworks can be established for drawdown across the corporate body. Put in place adequate support structures for use.		
Strong inclusive communities	Social considerations	Use of social clauses where possible and appropriate which promote employment, social and equal opportunities	1.	Identify and measure the number of tenders where social clauses can and have been included.	1.	Annually
	Reserved contract opportunities	Seek opportunities to use reserved contracts as a tool to deliver positive social outcomes	1.	Identify and measure the number of tenders where reserved contracts deliver social outcomes for potentially marginalised groups.	1.	Annually
Sustained	SME access to	Identify and	1.	Facilitate more SMEs in competing for contracts	1.	Ongoing
economic	contracts	eliminate barriers to		by ensuring pre-qualification criteria are	2.	Ongoing
vibrancy		SME engagement		proportionate to contracts advertised.	3.	Annually

	Market engagement	Tailor market engagement strategies to address specific challenges and remove barriers to SME engagement	2. 3. 1.	and without impeding Value for Money. Promote procurement awareness training via LEOs	1.	Q4 2022
Climate and Environment	Green Public Procurement	Promote best practice GPP, resource efficiency polices and compliance with environmental legislation	1.	Continuous development of qualitative assessment criteria which will deliver positive green outcomes from the procurement process. Promotion and inclusion of life-cycle costing in the procurement process.	1. 2.	Ongoing Ongoing
Capacity for Growth	Anticipating future need	Put in place procurement arrangements that build in capacity for growth	1.	Develop proposals to factor growth capacity into demand analysis and detailed options appraisal.	1.	Ongoing
Service Quality	Digital transformation	Putting in place analytical tools to enhance procurement	1.	Upgrades and enhancements to the Financial Management System thus facilitating improved opportunity analysis, informed decision making and post procurement reporting.	1.	December 2023.

		decision making and effectiveness.				
	Procurement Function improvement	Cultivate an environment that easily identifies strategic opportunities, reduces duplication of effort and eliminates the need for kneejerk procurement responses.		Having purchase mechanisms in place that respond rather than react. Ensure that Procurement is fully integrated at Corporate and local level planning.	1. 2.	Ongoing Ongoing
Governance and democracy	Open and transparent procurement	Continued commitment to transparency and reassurance.		Continuous commitment to the use of eTenders and to OGP / LGOPC central purchasing mechanisms. Enhance transparency through Market Engagement and Digital Transformation initiatives.		Ongoing Ongoing
	Governance	Ensure consistency of approach across the organisation.	1.		1.	Ongoing
Communications	Collaboration	Initiating a cross- directorate structure to facilitate peer support	1.	Identify Procurement Advisors to provide shared knowledge and expertise to other staff members in the organisation who are engaged in complex procurement processes on a less infrequent basis	1.	Ongoing

	Engagement	Increase Procurement engagement across all areas of council activity.	,	The Council will continue to engage with national collaborative fora and will identify key internal contributors across the Council to regional and national initiatives.	1.	Ongoing
Innovation	Innovation Partnership	Develop buyer awareness of the opportunities available through innovation partnership.	<u>http</u>	Examine upcoming and planned procurements and identify a select number of themes which may benefit from an innovative approach and which innovation can be implemented easily and where it can make a difference. os://www.enterprise-ireland.com/en/Research-ovation/	1.	Ongoing

Appendix 1 - Public Spending Code lifecycle and Decision Gates

Public Spending Code lifecycle and Decision Gates

