

# Increasing Opportunities for Scotch Assured Red Meat Within Public Sector

A Position Paper by the Scottish Red Meat Resilience Group



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## 1.0 Context

The Scottish Red Meat Resilience Group is an industry leadership body, designed to provide a collaborative working mechanism for key membership organisation within the Scottish Red Meat Sector. Membership consists of representation from NFU Scotland, Scottish Association of Meat Wholesalers, Scottish Craft Butchers, Institute of Auctioneer and Appraisers in Scotland, Scottish Association of Young Farmers Clubs, National Sheep Association Scotland, Scottish Beef Association, Pig Industry Leadership Group, and is chaired by Quality Meat Scotland.

The Scottish Red Meat Resilience Group commissioned this position paper to be developed, with procurement of Scottish Red Meat by public sector organisations a key developmental priority for the sector.

## 2.0 Executive Summary of Our Position

There are currently several methods of applying to supply red meat to public sector bodies and we recognise the work that has been done in recent years to both increase the availability of high quality locally sourced red meat and the work to streamline the procurement processes. However, there is still more work to do and we would welcome the opportunity to work with the public sector and the providers of red meat in Scotland to work together to aim to achieve each of the following: -

- Establishment of one framework for all public procurement.
- Streamline the process, to enable locally produced Quality Assured products to compete on a level playing field with imported products.
- Enable Scottish people to have the opportunity to eat locally sourced Quality Assured red meat, when in any public sector building or attending any public sector event.
- Build on our reputation as a land of food and drink and enable the whole population to partake in our high quality locally produced Quality Assured meat products.
- Promote to all consumers of food provided or purchased the provenance of their food and the quality assurance credentials that make up the “Scotch” difference.

This will be delivered by a series of actions including: -

- 1.0 Completing an analysis of data availability from across the public sector on how much public money they spend on red meat products versus other food groups.
- 2.0 Engaging with Local Authorities and Central Government to seek additional investment in budgets for public food.
- 3.0 Investigating future public procurement policies, through changes to State Aid legislation as a direct result of the UK leaving the EU.

4.0 Exploring the potential of integrated supply chains enabling local producers and smaller suppliers to fulfil contracts.

5.0 Exploring the potential to increase stunned Halal meat in public procurement.

6.0 Further developing the reputation of Scotch Beef PGI, Scotch Lamb PGI and Specially Selected Pork to highlight the public health benefits of high-quality red meat as part of a balanced diet.

### 3.0 Introduction:

Livestock production and the red meat industry has played a large role in Scotland's heritage for centuries and farming remains at the heart of rural communities throughout the country. The Scottish red meat supply chain generates over £2 billion annually to Scotland's economy and supports around 50,000 jobs.

The Scottish red meat industry has the benefit of a fully integrated Quality Assurance scheme run by Quality Meat Scotland (QMS) for over 30 years, which guarantees high quality and welfare standards, plus complete traceability, throughout the entire production chain, from farm to fork.

The most recent Scottish Red Meat Industry Profile published in September 2020 highlights the variety of routes that Scottish meat products are sold. The most common point of sale for Scottish Processors in 2019 remained England and Wales often for further processing with two-thirds of all revenues generated there.

Multiple retailers remained the dominant market outlet for Scotland's red meat processors in 2019 with over 50% of beef and lamb and 65% of pork heading to those outlets with an average of 10% being sold to independent retailers. Wholesalers continue to be an important outlet for exporters. While foodservice and catering account for a relatively small share of overall sales with 7% of Beef, 12% of pork and just 1% of lamb being utilised by the out of home sector.

Scotland's red meat exports to August 2019, processors are estimated to have sold £82m worth of red meat and fifth quarter products to customers outside of the UK, with an estimated shipped volume of 16,400t. Export revenues are estimated to have grown by over 9% from the previous year.

Over the last decade, greater attention has been paid to how food can be used as a policy tool to achieve multiple outcomes, and thus how setting standards of food procurement within the public sector can help to create sustainable local routes to market for local businesses, as well as ensuring that food procured with public funds meet a minimum standard of production.

The public sector in Scotland spends more than £150m annually on food and drink. The sector is extremely diverse with varying demands from local authorities, schools, hospitals, and prisons. A growing base of evidence shows that public sector catering is a powerful tool in helping deliver economic growth as well as helping shape the health of the nation and is a policy tool that can hit multiple public policy objectives.

However, there are significant policy and operational barriers to overcome that limit the levels of Quality Assured, Scotch and Specially Selected red meat products that feature within public menus.

The red meat supply chain in Scotland is small with around 10,000 QMS assured farmers (beef, sheep, and pigs) supplying into less than 20 abattoirs in Scotland, 189 abattoirs in England and 18 in Wales.

Most of these abattoirs supply the main retailers, with a small number focusing on the catering butcher, and high street butcher trade. There are 15 catering butchers and secondary processors listed under the QMS Brands Licensing Scheme and approximately 600 high street butchers based in Scotland.

With the heightened interest from the public and Government on the quality, traceability, and sustainability of their food, this presents an opportunity for those supplying into the public sector to highlight the credentials of the Scotch Beef PGI, Scotch Lamb PGI and Specially Selected Pork brands.

## 4.0 Situation Analysis

As part of the research for the position paper, a review of the current situation within a variety of public sector areas was covered. A variety of desk-based research methods were used, and an appraisal of each of the key public sector food consumers was undertaken.

### 4.1 Education (Primary & Secondary):

School meal provision faces an evolving landscape with budgetary pressures, logistical challenges as well as public health, closing the attainment and wealth gap and environmental issues having an impact on the standard of food provided via public sector kitchens.

On a typical school day, according to a recent report from the [Scottish Poverty and Inequality Research Unit states](#) <sup>(1)</sup> that almost 350,000 school meals in primary and secondary are served in Scotland: with a report from Scottish Poverty and Inequality Research report on School meals stating that 51% of school children opt for a school meal every day.

It should be noted, that since 2000, the Scottish Government has promoted school meals in Scotland as a public health intervention and, more recently, as an anti-poverty intervention, which has seen demand rise. Following the 2021 Scottish Parliament budget negotiations, free school meals are to be rolled out to all primary school pupils, which should see uptake rise further again.

In February 2021, following consultation, [Scottish Government published new guidance](#) <sup>(2)</sup> which outlines updated limits in line with Scottish Government Dietary Guidelines of red and red processed meats in primary and secondary schools in Scotland, this is as follows:

- Primary Schools – No more than a total of 175g can be provided in school lunches over the course of the school week (no more than 100g can be red processed meat).
- Secondary Schools - No more than a combined total of 230g of red and red processed meat can be provided over the course of the school week.

With the overall impact resulting on an effective cap on levels of red and processed meat within school menu's, there is an opportunity to ensure that any meat featured is of better quality, and carries the QMS Quality Assurance brand, resulting in no net volume drop in Scotch assured red meat procured to Scottish schools.

Scotland's School meals have been a target of public food policy over the last 15 years. East Ayrshire Council pioneered the 'Food for Life' approach in 2008 (3), which has since been adopted by 16 other

local authorities in Scotland. As of May 2021, the local authorities adopting the Food for Life Approach are: Aberdeen City, Aberdeenshire, Argyll & Bute, East Ayrshire, East Lothian, East Renfrewshire, Edinburgh City, Highland, Inverclyde, North Ayrshire, Orkney Islands, Renfrewshire, Stirling, Scottish Borders and West Lothian.

The Food for Life Programme is managed by The Soil Association and aims to break down barriers to local procurement processes by working with local authorities, schools, and facilities management staff to implement a holistic approach to food sourcing and consumption and have seen impressive results across a range of health, economic and environmental indicators.

Currently there are over 1,100 Food for Life Schools in Scotland and some of their respective local authorities now buy 95 per cent of their meat from Scotland, this has the added benefits of meeting several the Scottish Governments National Performance Framework outcomes on the economy and the environment, the award holders also achieve United Nations Substantiable Development Goals for economic growth and responsible consumption and production.

At present, the Food for Life approach only really exists within primary schools. Secondary schools have proved to be more difficult to establish within, in part due to a greater variation in uptake of school meal provision. Early analysis of this would indicate therefore that there may need to be a different approach applied within secondary schools, to both boost uptake of school meals, and to then devise a catering option that appeals to this cohort of learners.

#### 4.1.1 Impact of Universal Free School Meals:

In the Spring 2021 budget, it was agreed that the Scottish Government would roll out free school meals to all primary school pupils. Currently pupils in p1-p3 are eligible, and later in 2021, p.4's will also become eligible.

Given the restrictions placed on the consumption of red and processed meat through the new School Meals Regulations, one benefit of universal uptake is the expected inevitable increase in volume of red meat products procured that will be needed to satisfy the implementation of the roll out.

Soil Association Scotland are currently undertaking some preliminary work to scope out the impact that this could have on volume of food products purchased and further clarification is awaited on what additional budget will be made available for local authorities to implement the full roll out.

#### 4.1.2 Public Health Scotland Review (2015) – Uptake of Free School Meals:

Following the introduction of UFSM in 2015 to all children in P1-P3, Public Health Scotland carried out an evaluation of the implementation, the following findings were highlighted:

- Staffing levels: Having enough experienced kitchen and dining hall staff to meet the increased demand for school meals continues to challenge many local authorities.
- Parents and staff from schools and local authorities raised concerns about the experience of lunchtime for children. They felt that dining halls could be crowded, noisy and particularly intimidating for younger children.
- Some interviewees reported that attitudes of head teachers, who were less supportive of UFSM, and faced with wider budget cuts, presented challenges for activity to increase uptake.
- Parents and schools both commented that the appeal of the school menu offered to children varied and that this led to variation in uptake of UFSM over the course of the week.

## 4.2 Further Education:

Information on the scale and procurement of meals and more specifically red meat into further education (colleges and universities) is limited and it appears to be a lot more fragmented with each institution responsible for their own sourcing.

There are currently 26 colleges and 15 universities based in Scotland. Student numbers enrolled in College's total 264,858 and University Students number 241,935. These are a mix of full time, part time and distance learning students.

To give a sense of scale on the catering provided at further education sites, upon reviewing one of Scotland's largest colleges, City of Glasgow College, demonstrates the scale of the service that needs to be provided, the college operates two campuses (City and Riverside) with 12 catering sites across the two locations with the need to serve approximately 27,000 students enrolled.

According to the City of Glasgow College Annual Report, a six-year contract for catering services was again awarded to Baxter Storey in August 2020, following a previous four-year contract. The tender was awarded balancing the quality of food and service with the aim to deliver a high-quality service and at no cost to the College. The value of the contract is not disclosed in the annual report, but the previous four-year contract is outlined in the annual procurement report and over the contract period the value is stated at £8m.

One area for further exploration is the work that a company called Advanced Procurement for Universities and Colleges (APUC) Ltd. Formed in 2007, they are the centre of expertise for all further education sites in Scotland and conduct procurement processes on the institution's behalf for the collaborative commodities for which it is responsible, catering supplies and services being one and enters into framework agreements for its members to access.

Reviewing the current framework on APUC, the current fresh butcher meat suppliers listed are McLay's Ltd, Campbells Prime Meat, Campbell Brothers, Shaws Fine Meats and Gordon McWilliam (Aberdeen) Ltd. The current framework agreement is due to conclude in March 2022.

In terms of the catering companies listed on the facilities operation's framework by APUC Ltd., the approved suppliers are some of the bigger players in the catering services market with Aramark, Baxter Storey, Compass, Elior and Sodexo all listed, the current framework agreement in line with the meat suppliers is due to conclude in March 2022.

## 4.3 NHS Scotland:

NHS Scotland is made up of 14 regional Health Boards served by 74 food production sites. According to the Annual Performance Report on Catering Services from 2018/19, catering services within NHS Scotland serve 17 million meals per year.

Hard to establish a true figure for expenditure on catering, data reviewed in the [Annual Performance Report for NHS Scotland Catering Services 2018/19](#) <sup>(4)</sup> presented figures for both patient food alongside other expenditure such as cafes and canteens.

If we focus on patient food spend, which is managed by Catering teams across NHS Scotland it appears that spending on patient food having reduced over the last three years to £21.2m (2018/19) down from £22m in 2016/17.

Costs are managed by individual Health Boards, despite inflationary cost increases and increasing demands, the current national average provisions cost per patient day (PCPD) is £3.97 and is a decrease (outlined as an improvement in the annual review) from £4.79 reported as part of a strategic review of Catering Services in 2014.

Patients' nutritional needs can vary vastly; however, it does appear that in recent guidance (2016), the choice and selection of meals choices containing red meat was good with a recommendation that processed meat should not exceed 90g per day per individual/patient (9).

Reviewing the most recent notice for the supply of fresh butcher meat and meat sundries for NHS Scotland, there is little information provided to prospective suppliers on the notice relating to specific requirements, unlike some notices where the requirement for PGI or farm assured meat is requested, this is not currently the case with the NHS.

On the published awards notice, a total of seven suppliers have been selected to deliver the butcher meat contract across ten health boards, worth a total of £8.4m (ex VAT) over the next three years. The successful suppliers are Brake Bros Ltd, Campbells Prime Meat, Gordon McWilliam (Aberdeen), Campbell Brothers, John Gilmour Butchers, Lomond Fine Foods and McLay's Ltd.

#### 4.4 Scottish Prison Service

There are currently 15 prison sites in Scotland (13 publicly managed and two by private sector operators). As of May 2021, the current prison population in Scotland sits at 7,320.

Very limited information available in relation to catering services provided to the Scottish Prison Service, it's clear the budget/cost allotted to prisoner catering is a contentious issue, however further research is potentially required to fully understand the volume, budget, and quality.

In line with other public sector organisation, the Scottish Prison Service utilises Public Contracts Scotland for their tendering/procurement exercises. In a recently published Prior Information Notice the prison service put out information relating to the supply of various food products, broken down into three lots with the supply of meat and poultry products alongside the supply of a range of Halal approved meat products being in one lot.

#### 4.5 Care Home Catering

As of March 2017 (the latest available Scottish Government data), there are a total of 1,142 care homes for adults in Scotland, three quarters of which are registered as care homes for older people. These care services support 35,989 residents per day.

Care home provision in Scotland is split between public and private providers. In a similar vein to the Scottish Prison Service, initial research has provided limited formal information as to the catering provision within individual care settings and it appears to vary between local authorities with varying budgets committed.

In recognition of this variation between service providers and local authorities, the Care Inspectorate released a report in 2018 entitled [Eating and Drinking Well in Care](#) <sup>(5)</sup>, although the report doesn't outline a framework for spending on catering it does give clear guidance on the importance of providing nutritional and balanced catering, it is also clear that the varying needs of the elderly make catering in this sector very challenging. With the care sector being extremely diverse and the needs of those in care being at times complex, it appears that catering provision is also a diverse sector, with a

limited number of care homes being run by local authorities and the NHS, there is a limited number of catering contracts listed on Public Contracts Scotland, with City of Glasgow and Falkirk Council being the most recent.

In terms of provision of catering from the private sector, research has highlighted national catering providers such as Apetito, Bidfood and Brakes with dedicated resources such as training for in-house catering staff on nutrition as well as the provision of texture-modified and cook from frozen meals, reducing the requirement for catering staff.

## 5.0 Summary of Budget per Meal Across Public Sector Catering

Looking across the public sector catering landscape, it is clear that there is a vast variation in procurement route, spend per head, and outcomes of procurement exercise. This is demonstrated in the below table, whereby based on available information, we have collated the differing catering budgets per meal across a range of public sector organisations.

Organisation	Total Expenditure	Catering Spend/Cost
<b>NHS Scotland</b>	£21.2m (Patient Food Spend)	£3.97 (Provisions Cost per Patient per Day)
<b>Scottish Prison Service</b>	£6.5m (Total spend over 2018/19)	£2.73 (Average across 13 publicly managed prisons in 2018/19)
<b>Primary Schools</b>	£118.9m (Gross expenditure on Primary School Meals 2017/18)	£2.07 (Highest average primary school pupil meal price)
<b>Secondary Schools</b>	N/A	£2.19 (Highest average secondary school pupil meal price)
<b>Glasgow City College (Further Education)</b>	£1.4m (Catering expenditure across 2019/20)	£1.3m (Income from catering services in 2019/20).
<b>Edinburgh City Council (Care Provision at Home)</b>	N/A	£2.88 (Frozen main meal cost per day) £6.50 (Council Day centre meal provision per day)
<b>Council Care Home Provision</b>	N/A	£4.41 (Average spend per council per day)

Sources:

NHS Scotland figures sourced from the Annual Performance Report for NHS Scotland Catering Services 2018/19.

Scottish Prison Service figures sourced from a freedom of information request published on 12<sup>th</sup> July 2019.

Primary and secondary school average cost figures sourced from the Association for Public Service Excellence (APSE), Education Catering: Trend Analysis 2017/18.

Glasgow City College figures collated from their 2019/20 Annual Report.

Council care provision at home catering spend figures sourced from Edinburgh City Council website.

Council care home provision figure sourced from a report carried out by the Sunday Post in 2015.

## 6.0 International Procurement Examples & Case Studies:

Public procurement of food provides the opportunity to drive local and regional food economies. Looking across the globe, a number of countries have successfully implemented a place based local food strategy that integrates and champions a local procurement strategy.

### 6.1 Italy: Rome's well-established School Catering Service:

Since 2001, the city of Rome has been progressively turning to quality assured (e.g., PDO or PGI) as well as organic food within its school food procurement system.

In the city, some 150,000 main meals are served daily (for 190 days per year) in a total of 700 nurseries, primary and secondary schools. Each school has a canteen and in 92% of cases, also a kitchen. Essentially, the city's strategy aimed at steadily increasing food and catering standards while keeping costs contained.

The last procurement process (2017-2020) for the provision of food and catering services in public school canteens (under evaluation) is valued at over EUR 374 million, with the maximum price payable for one meal being EUR 5.53.

The transition within the tendering procedure also required updating, engagement with suppliers was key to understand what products such as organic could be supplied in sufficient quantities. The award criteria was also updated taking a greater account of certifications, quality and the inclusion of food education projects alongside price.

### 6.2 France: Food and Catering Services for School Canteens in Lens:

The City of Lens serves about 203,000 school meals per year. In 2008, a first attempt to introduce organic food in its public procurement failed because of cost-related concerns.

It is only in the 2016, that both organic and local foodstuffs were successfully procured. The city's approach is primarily driven by quality considerations with a committee of parents and staff, chaired by the Deputy Mayor for education, which monitors the quality of the meals served.

In the 2016 tender, the minimum requirement for organic food was set at 20%. In addition, award criteria became more elaborate. The proportion of price was reduced to 25% with the quality of the food attributed 45% of the total amount.

Following engagement with the market a tender notice was issued in 2016 valued at EUR 2.2 million and was tendered as one complete lot. Four offers were received with the winner proposing organic menus for EUR 2.75 per meal, which was only slightly higher than the non-organic menu priced at EUR 2.33.

### 6.3 Germany: Organic for Children Project in Munich:

The 'Bio für Kinder' project was initiated in 2006 as a sub-project of the 'Biostadt München'. It was a joint pilot initiative by a private company, Tollwood (culture and environmental festival), and the Department of Health and Environment of the City of Munich. The pilot project lasted up to 2012 and managed to introduce 100% organic food in the catering services of 32 very different facilities such as kindergartens, after-school, and school institutions.

To compensate for the higher cost of serving organic meals, the project devised a sponsorship system. Thirty bodies located in Munich (including charities and the private sector) agreed to cover the additional costs incurred by the 32 facilities switching from conventional to organic food for a period of two years.

At the end of the two years, the evaluation showed that organic meals were only EUR 0.3 more expensive than conventional meals, corresponding to a 16.5% increase in the price. This encouraging result made it feasible for the 32 facilities to maintain their organic catering even after the end of the sponsored period.

The Organic for Children project further developed a series of management tools which are available online and include a menu manager which helps in menu design, cost calculation as well as recipes. More than 850 facilities regularly use this online support, with cost tracking helping understand where savings can be made.

#### 6.4 Denmark: Organic Food Supply in Municipal Facilities of Copenhagen:

In 2007, the City of Copenhagen decided to set a target for public sector food purchases to be 90% organic by the end of 2015. An ambitious target given the requirement to supply up to 20,000 daily meals in the city's nurseries, schools, elderly homes, and other facilities.

To achieve the target of 90% organic food in all meals procured in the city by 2015, the administration focussed on continually increasing and improving the supply of seasonal, fresh, and quality food and in the last contract awarded in 2014, the target was exceeded with 100% organic produce achieved.

The tender awarded in 2014, included specifications such as environmental criteria related to packaging, use of recyclable material, and transport. The final award criteria was based on price (weighted at 40%), quality (35% weighting) and range of offered goods (25% weighting).

Throughout the project the city's engagement included: involvement of the various kitchens' needs; dialogue with the wider market before tender documents are prepared, to collect ideas and information on specific issues in order to understand what the market can supply and at approximately what price; giving the market the possibility to comment on draft tender documents; and conducting a 'supplier information day' after the publication of the contract notice to explain what is required and answer any questions or requests for clarification.

#### 6.5 Finland: The Basic Education Act (1998) & The School Meal System:

Finland is one of the very small number of countries in the world in which school meals are universal and free. Protected by the Basic Education Act (1998) which legally requires that every child be provided with a free and nutritionally balanced meal daily.

As part of the programme, teachers participate in school meals and food education is a major part of the curriculum. Children learn to cook and join in the preparation of the meal and take courses on the effects of food on health, the environment, the economy, and culture.

Further food policies in Finland support the use of local (with support for small enterprises to participate in public procurement) and organic food by means of two dedicated programmes. The specific programme developed for the organic sector, sets a target for of organic products in public food procurement to be at least 20% by 2020.

## 6.7 Lessons for Scotland:

The examples above highlight and showcase practical suggestions that have initiated change towards more quality assured, sustainable and local food appearing on public sector menus. Two clear lessons are the way during the procurement process, the local authority/awarding body engaged with the suppliers (the market) to understand what is possible as well as seek private support, the second point being the gradual shift away from a price focussed tendering process to a more quality based process.

## 7.0 Opinion of public sector catering

Insight and information at a broad level around the opinion of public sector catering is not readily available. More targeted work has been undertaken within some specific settings, which leads to the further lack of joined up approach on this subject.

The opinion of pupils about their school meals is limited and appears to be outdated, but there are significant factors that can affect uptake such as the dining hall environment, time to eat lunch and socialise and the choice to bring in food from outside the school, this factor probably having the most significance within the secondary school environment.

In terms of hospital food, a Google search reveals copious amounts of articles on the

questionable quality of food served to patients. Formal reviews appear to be hard to source, however [a consultation was undertaken in 2016 to assure the nutritional standards of food and catering in hospitals.](#) <sup>(6)</sup>

The review follows criticism from senior doctors that the NHS was putting patients at risk with sub-standard food lacking in nutrients and loaded with salt.

## 8.0 Current Legislation:

With the recent Scottish Parliament elections having taken place, and as part of the position paper we have chosen to highlight the manifesto commitments outlined by both the SNP and Scottish Greens that could impact public procurement in the next four years.

### 8.1 SNP Manifesto <sup>(7)</sup>:

**Keeping Power Local** - The Community Wealth Building Act will require local authorities and public bodies to spend in their local communities through increased local procurement, greater use of small businesses and ensuring taxpayers money is reinvested as far as possible in their local communities.

**Free School Meals** - We will provide free school breakfasts and lunches to every primary school pupil in Scotland, all year round, and for all children in state funded special schools in Scotland.

**Free School Meals** - We will pilot the provision of free nutritious school breakfasts in secondary schools, and, based on the findings of the pilot project, explore the feasibility of universal breakfast provision in secondary schools.

**Eat Healthy; Eat Local** - Encourage every local authority to be part of the Food for Life programme so that more of the food they provide for children and older people is locally produced and sourced, and healthy.

**Eat Healthy; Eat Local** - Increase the use of healthy Scottish produce and explore how to embed a Food for Life approach in the new National Care Service, in the NHS, in prisons and in the further and higher education sectors.

**Public Health** - We will make Active Schools programmes free for all children by the end of the parliament and continue to improve nutritional standards for food and drink in schools.

**Low Carbon Farming** - We will double the amount of land used for organic farming and double the amount of organic produce that comes from Scotland, with a focus on more of it being used in public sector food procurement.

## 8.2 Scottish Greens Manifesto <sup>(8)</sup>:

**Healthy, Sustainable Food for All** – A Good Food Nation Bill will enshrine the Right to Food in Scots law, oblige the Scottish Government to deliver a statutory National Food Plan, and reform procurement law to oblige public kitchens to source food from more small local businesses and organic producers.

**Prioritise Building Resilient Local Food Economies** - Use public procurement contracts to support local sustainable food producers, building on the Food for Life model developed by the Soil Association.

**Proper Investment in People and Places** - Amend the Scottish Government Sustainable Procurement Strategy to allow artists, creative freelancers, and microbusinesses equal access to procurement opportunities.

**Support High Farming Standards** - Develop a carbon food labelling scheme.

**Ensure Food Policy Delivers Our National Health Goals** - Use the planning system to break the dominance of unhealthy takeaways, including banning the opening of fast-food outlets near schools.

**Ensure Fair Work and Fair Pay in the Food Chain** - Make living wage accreditation or other union negotiated rates of pay a requirement for public kitchens and public food tenders.

## 8.3 Post-Brexit Legislative Change:

While value for money, integrity, and compliance with EU procurement law (prior to Brexit) remain paramount considerations, buyers must also take advantage of the possibilities for legitimately pursuing a sustainable food policy within this framework.

The principle of equal treatment in EU procurement law means that all competitors tendering for a contract have an equal opportunity to compete for the contract.

Public bodies should address their legal services to ensure up to date standards are cited in a consistent manner.

For beef and lamb: “Product from Scotland, any other UK country or any other EU country. Originating from a Protected Geographical Indication (PGI) scheme or higher which contains annual, independent farm and processor scheme inspections accredited to European EN45011 standards.”

For pork, bacon, and gammon: “Product from Scotland, any other UK country or any other EU country. Originating from a national or regional quality scheme recognised by the EU containing annual, independent farm and processor scheme inspections accredited to European EN45011 standards.”

The European EN45011 certification standard was replaced with ISO 17065 in September of 2012 and relates to the assessment requirements for bodies certifying products, processes, and services. The certification is likely to apply to other Quality Assurance bodies such as Red Tractor.

Post Brexit, there appears to be no major shifts in the freeing of legislation, according to the Scottish Government advice for post-Brexit procurement published in December 2020, has provided some limited guidance:

- The UK's obligations under the Government Procurement Agreement (GPA) and other international agreements require suppliers from countries party to those agreements to be treated equally and fairly through open competition. This means decisions cannot be taken based on the location of a supplier.
- All suppliers should continue to be treated equally and fairly through open competition.

The World Trade Organisation legal texts that procurement is currently bound by echoes the above advice with non-discrimination being one of the core principles alongside not putting any unnecessary obstacles within the/your tendering procedure.

#### 8.4 Change to Procurement Legislation (Cabinet Office - Transforming Public Procurement):

The Cabinet Office recently published a paper detailing out a new regulatory framework governing public procurement, that will be founded on the principles and rules set out in the GPA, namely: non-discrimination, transparency, and impartiality. Competitive procurement will continue to be the standard approach, with single source procurement remaining the exception, to be used only in strictly defined circumstances.

The UK Government proposes that the following interdependent principles should be included in the new legislation, it is to be noted that any proposed rules would apply in respect of contracting authorities undertaking wholly or mainly reserved functions and they will look to engage with the devolved administrations on the application of the proposed reforms. The principles are outlined as follows:

Public good:

- procurement should support the delivery of strategic national priorities including economic, social, ethical, environmental, and public safety.
- This is consistent with international practice where public procurement is regularly leveraged to achieve social and environmental value beyond the primary benefit of the specific goods, services and capital works through operational delivery that contributes additional social value.

Value for money:

- Value for money does not therefore mean simply selecting the lowest price, procurement should enable the optimal whole-life blend of economy, efficiency and effectiveness that achieves the intended outcome of the business case.

Transparency:

- openness that underpins accountability for public money, anti-corruption, and the effectiveness of procurements.
- It ensures that decision-makers are held accountable for spending public money and helps open public procurement to more effective competition that, in turn, can deliver better value for money.

Integrity:

- Public procurement must promote good governance, sound management of public money, and a professional relationship between buyer and supplier.
- Good management, prevention of misconduct, and control to prevent fraud and corruption.

Fair treatment of suppliers:

- The principle of fair treatment of suppliers means all suppliers must receive fair and reasonable treatment before, during and after the contract award procedure to encourage participation by suppliers of all types and sizes.
- Decision-making by contracting authorities should be impartial and without conflict of interest.

Non-discrimination:

- Decision-making by contracting authorities should not be discriminatory.
- Non-discrimination applies to procurement under the new regulations and means contracting authorities cannot show favouritism among domestic suppliers.

## 9.0 Opportunity Benefit:

As stated in the introduction, public procurement and public sector catering have the opportunity to not only have a positive impact on the national and local economy but does also have the added benefit of being able to support the health of the nation, tackle inequality and protect and enhance our environment, the introduction of universal free school meals would be an example of not only adding potential value to the red meat sector but also providing a healthy school meal to allow all primary school pupils fulfil their potential.

For those working within the procurement of public sector catering it should be noted that consumer demand for local, high welfare and ethical food has been growing over the last few years this is evidenced by growing interest in different dietary habits as well as the recent fragilities in the supply chain caused by the Covid-19 pandemic.

### 9.1 Societal Demand for Sustainable (good) food:

A range of insight and research has been compiled to give foundation to what the societal demand is for good food. This helps to provide an evidence base to underpin public spending on particular standards of food.

Attitudes to Scotch Beef and Lamb (The MRQual Research Agency, July 2020):

- 67% of respondents are more aware of trying to buy local food and drink.
- 67% of respondents are more aware of the environmental impact of their grocery shopping choices.

- 61% of respondents are more conscious nowadays of how ethically grown, reared or produced the food they purchase is.
- 70% of respondents are more aware nowadays of the role of red meat in a healthy diet.
- 32% of respondents are increasingly aware of reducing the amount of animal proteins or changing to healthier animal proteins they eat.

IGD Shoppers of our Time – Sustainability by the Backdoor (Oct 2020):

- Lockdown caused an increasing number of shoppers saying that supporting local or British producers was important to them – up from a long-term average of 42% to 48% since April.
- Environmental factors that shoppers consider important in the choice of products - in the last five months there has been a small increased focus on ‘the distance travelled’. In March, 19% of shoppers stated that ‘the distance travelled’ was extremely/very important, increasing to 26% in August’20. The triple effect of COVID, EU exit and carbon footprint concerns could be driving this small increase.
- Shoppers are more concerned about the freshness of the products they buy, support for local producers and how a product has been produced – whether that be physical production or the welfare of animals.

AHDB – Changing Consumer Landscapes During Covid-19 (Nov 2020):

- 65% of consumers believe that farmers care about the planet.
- Two thirds of consumers say they consider the environmental impact of the food they eat at least sometimes (65% think Often/Sometimes).

## 10.0 Current Supply of Red Meat into Public Sector

### 10.1 Soil Association Food for Life:

Supporting the public sector to transform their food culture is the Soil Association who run Food for Life in Scotland, funded by the Scottish Government, the association supports local authorities achieve the Food for Life award.

The main aim of the award programme is to work with local food producers, suppliers, and local authorities to get more local, sustainable, and higher welfare food onto menus predominantly within school meal services.

The top 15 products shown below are meat products purchased by local authorities participating in the Food for Life scheme between January to December 2019. Those that are eligible for the QMS brands are highlighted in yellow.

SKU	Product Name	Origin	Supplier
19QMS	QMS FARM ASSURED STEAK MINCE 95VL (PLU 528)	SCOTLAND	Campbell Brothers
18724	Scottish Ham	SCOTLAND	Brake Bros Limited
186	Pmeat Wafer Thin Sliced Ham(350165) 454g	UNITED KINGDOM	Brake Bros Limited
18192	Gluten Free Beef Burger 56g (95% Visual Lean) 60 x 56g (Frozen)	SCOTLAND	Brake Bros Limited
10QMSSTEWDI	QMS FARM ASSURED DICED SHOULDER STEAK	SCOTLAND	Campbells Prime Meat
15HD	SHOULDER STEAK HAND DICED	UNITED KINGDOM	Campbell Brothers
1051QMS	QMS FARM ASSURED PORK LINKS 8'S (PLU 317)	SCOTLAND	Campbell Brothers
1000266	SSD Beef Steak Diced	MIX	McLays
1071	Brake Rindless Bacon Back 1x2.27kg	UNKNOWN	Brake Bros Limited
18726	Scotch Roast Sliced Beef (sco) 1x454g	SCOTLAND	Brake Bros Limited
10QMSHRHSL	QMS FARM ASSURED HONEY ROAST HAM SLICED - 500g	SCOTLAND	Campbells Prime Meat
10QMSSTKMIN	QMS FARM ASSURED STEAK MINCE	SCOTLAND	Campbells Prime Meat
10QMSPLINK8	QMS FARM ASSURED PORK LINKS 8s	SCOTLAND	Campbells Prime Meat
1178	Brake Sliced Honey Roast Ham(350164)454g	UNKNOWN	Brake Bros Limited
10QMSSILVER	QMS FARM ASSURED ROLLED SILVERSIDE	SCOTLAND	Campbells Prime Meat

In terms of the supply into the wider public sector, reviewing notices on Public Contract Scotland and other sources, it appears that the sector is dominated by the big foodservice companies in Scotland and the UK, perhaps reflecting the complexities of logistics and margins involved.

Fortunately, most suppliers involved in public sector contracts are known to QMS, so this should allow for a dialogue on how to improve the presence of QMS assured beef, lamb, and pork on menus.

As part of Soil Associations work with the Food for Life scheme, they are currently in dialogue with Glasgow City Council to encourage them to join the programme, as part of this it has come to our attention that there is a potential opportunity for Halal lamb products due to the sizeable Islamic/Muslim population.

Looking at a recent Halal 'Fuel Zone' menu published by Glasgow City Council on the 19<sup>th</sup> of April, Halal lamb and beef appears across the four weeks five times, this presents a good opportunity for a Scottish supplier who would/could supply appropriate products.

## 10.2 Could Farmers Supply into the Public Sector:

With an early indication from both the UK and Scottish governments that they will refocus procurement and public sector catering, there is an opportunity for farmers to supply their local schools, hospitals, prisons, and other public institutions.

However, according to the campaign group Love British Food (LBF), although many farmers may believe they cannot compete on price, the biggest barrier is the demands of the procurement contracts themselves especially on volume and distribution requirements.

The benefits of local supply chains have been highlighted by the Covid-19 pandemic and Brexit uncertainties with local sourcing allowing for speedier deliveries, greater transparency, and more control over food standards with the bonus of public sector bodies/institutions proactively supporting the communities they serve.

## 11.0 Industry Initiatives:

As outlined above, the opportunities for red meat to appear on school menus could be described as diminishing considering the new dietary guidelines. Despite this challenge, it is to be noted the recent success the red meat industry had in getting Scotch lamb into Scottish secondary Schools and giving teachers and pupils alike the opportunity to both cook with and eat Scotch lamb. Co-ordinated by the Institute of Auctioneers and Appraisers Scotland, and spearheaded by Scotland's livestock auctioneers and farmers, the 2020 'Make it Lamb for St Andrew's Day' programme saw 1.25 tonnes of lamb donated by the Institute of Auctioneers to more than 100 schools, giving pupils the opportunity to eat and cook with Scotch Lamb. The demand for and success of this project in the first year gives an excellent platform from which the industry to build, and could look to expand the partnership and scope of the project in future years to include other red meat proteins (Scotch beef and specially selected pork), giving more children the opportunity to access red meat and building the red meat sector into a tangible part of the school curriculum and experience.

Quality Meat Scotland, through their health and education work, have also worked with schools throughout Scotland for several years, with regular school visits as well as the long running Meat Voucher initiative to help subsidise the purchasing of Scotch Beef, Scotch Lamb and Specially Selected Pork via local butchers for home economics classes.

## 12.0 Actions Required to Realise Benefits:

No.	Action	Lead Organisation	Support Organisations	Time Frame	Barrier(s)	Action for SRMRG
1.0	Data availability from across the public sector on how they spend public money on food	Quality Meat Scotland	NFUS NSA Scotland Scottish Craft Butchers NBA Scotland SAYFC PILG SAMW IAAS	July 2021 onwards	Identifying who holds the data.  Agreeing data sharing agreements within the confines of GDPR  Ensuring datasets are maintained regularly and data flows are established.	Engage with Scottish Government RESAS colleagues to understand who holds the data within Scottish Government and Local Authorities.  Draw up data sharing agreements between QMS and appropriate sources (local authorities/government)  Start to build a dataset on volumes and variety of red meat procured via public sector channels.
2.0	Guarantee additional investment in budgets for public food	NFU Scotland	QMS NSA Scotland	July 2021 onwards		Lobby Scottish Government to increase budgets to local authorities for

			<p>Scottish Craft Butchers NBA Scotland SAYFC PILG SAMW IAAS</p>			<p>school meal provision.</p> <p>Lobby Scottish Government to introduce controls on food standards for food procured to the public sector, ensuring a consistent standard of food is procured.</p>
<b>3.0</b>	Direction of Legislation post EU Exit	NFU Scotland	<p>QMS NSA Scotland Scottish Craft Butchers NBA Scotland SAYFC PILG SAMW IAAS</p>	July 2021 onwards		<p>Meet with Scottish Government Civil Servants who cover detail on procurement to better understand what post EU Procurement Law states, and to establish future legislative and regulatory requirements.</p>
<b>4.0</b>	Supply chain: Enabling diversity in contracts local/SME	QMS	<p>NFUS NSA Scotland Scottish Craft Butchers NBA Scotland SAYFC PILG SAMW IAAS</p>			<p>Set up a working party of key red meat industry organisations and engage with key public sector organisations including COSLA, Scottish Care, NHS Scotland, and Scottish Prisons to identify routes to meeting their wider policy objectives using local food and drink supply chains.</p>
<b>5.0</b>	Supply Chain (Halal Lamb opportunity)	QMS	<p>NSA Scotland SAMW</p>			<p>Work with Soil Association Scotland to understand the</p>

			Scottish Craft Butchers IAAS			demand for Halal lamb in Glasgow City Council, and work with Scottish industry to develop a supply chain route.
6.0	Increase the value of Scottish red meat as a public health tool	QMS NFUS NSA Scotland Scottish Craft Butchers NBA Scotland SAYFC PILG SAMW IAAS				Work with key members of Scottish Government to build Good Food Nation Legislation that provides a direct link between the benefits of red meat and how public food is procured.

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